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ABSTRACT

The Attendance Improvement/Dropout Prevention (AI/DP) Program is a six-component program involving selected high schools, middle schools, elementary schools and nontraditional school settings in New York City. This study of the program included site visits, examination of student records, staff interviews, and analyses of information from the student data base. Findings and recommendations for the six program components include the following: (1) the facilitation component was in place but needed more definition of roles and responsibilities; (2) the attendance outreach services were well installed but there was a lack of unity and coordination between the city-funded and AI/DP staffs which might be produced by holding regular staff meetings; (3) guidance and counseling services were offered but could be improved with staffing adjustments and home visits; (4) health services were uniform across populations and screening for physical defects was promptly completed; (5) linkages between school levels were being redesigned and should include a year long series of experiences; and (6) the alternative education component was implemented unevenly and better coordination and full implementation are needed. Graphs and tables accompany the presentation of data. Two appendices present information about limited English proficient students and long term absentees. (VM)

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A Study of the Attendance Improvement/Dropout Prevention Program in the City of New York, 1986-87

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Report of Findings
Winter, 1987

Presented to the Executive and Legislative Staffs by the New York State Education Department, Office of ESC Education and Support Services, March 15, 1987

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EXECUTIVE SUMMARY

This report presents findings and recommendations for the Attendance Improvement/Dropout Prevention (AI/DP) Program in New York City. New York City Board of Education AI/DP staff designed a six component program that involved site facilitation, attendance outreach, counseling and guidance, health services, and linkages between school levels and alternative education activities. Thirty-two State Education Department staff made site visits to all 26 AI/DP high schools, 68 middle schools, 5 sites for pregnant teenagers, 8 elementary schools hosting extended day programs for homeless children, and 7 regions with attendant classrooms for handicapped children during the third week of February, 1987. Representative, randomly selected samples of children's records were examined by staff to corroborate the evidence (or testimony) provided by program staff that certain AI/DP funded activities had been implemented. Additionally, information from New York City's Board of Education AI/DP student data base, which includes pupil information from the fall of 1984 to the present, was analyzed to provide a longitudinal perspective of the program's impact. The New York City Board of Education received about $30 million in 1986-87 to serve 4,500 high school, 10,200 intermediate junior high school, 3,000 special education, 1,200 pregnant and 1,500 homeless children in this program. The findings and recommendations presented below resulted from analysis conducted by the State Education Department.

Findings

- The **facilitation** component, composed of a part time staff member who managed the program at each site along with a pupil personnel committee that developed other aspects of the other five components, had been installed throughout the sites.

- The **attendance outreach** effort, consisting of prompt attention to absenteeism accompanied by immediate home contact by phone, mail or visit, was well installed. An Incentive reward was implemented throughout the high school, middle school, special education and homeless child programs.

- **Pregnant teenagers** were found to be closely monitored, and received instruction in parenting and child care in addition to the academic curriculum. However, the typical expectant mother failed to attend school 35 percent of the days inspite of the several additional services provided. The poor attendance was reflected in her achievement and course credit attainment.

- The **special education participants**, largely new to the program, were provided courses in life skills not typically offered to the other populations. This population had a lower record of up-to-date attendance cards (61%) and attended three out of four school days.

- The **homeless children**, who were offered a comprehensive after school program and supper followed by transportation to the hotel, typically attended the extended day program 65 percent of the time. The great mobility of the population was associated with a high incidence of incomplete records with respect to past academic performance

- The overall **record keeping** of pupil contacts throughout the five populations was generally up-to-date when elements of AI/DP program generated information for the visited site were concerned. The contrast between the completeness of records of the recent contacts involving attendance data and the abundantly missing historical achievement data (e.g. for homeless children) pointed to the extraordinary mobility of the populations and the difficulty of keeping up to date records.

- Direct **counseling and guidance services**, in groups and individually as well as parent conferences, were offered consistently across the several populations, with the exception of special education. Virtually all AI/DP students need attendance and academic counseling, yet it was found that 9 percent of the high school, 19 percent of the middle school, 27 percent of the special education, 18 percent of the pregnant teenagers, and 55 percent of the homeless children had received neither individual nor group counseling since September, 1986 during either the regular school day or after school. The completion of school staff/parent conferences remains unsatisfactory.

- **Health services**, while not funded for the most part by the AI/DP program, were found to be installed uniformally across all populations. Screening for visual, hearing or other visible physical defects was promptly completed and the AI/DP staff were readily informed of the city funded health resource coordinator's findings and referrals to health service providers where warranted.

- The **linkage** between school levels component, designed to lower anxieties in intermediate level pupils who were ascending to high school, was being overhauled at the time of the site visits. New plans between feeder schools and receiving high schools were being approved by city authorities, and consequently, the implementation was uneven (if existent at all). Fifty four percent of the high schools produced lists of the incoming AI/DP students who were to get special attention. A proposed or previously approved linkage plan was located in 73 percent of the high schools.

- The **alternative education** component was found primarily to consist of a) career orientation (classroom and practice) and b) assorted activities after school. The Central Board operated job development program had not been implemented. Only a small proportion of high school, middle school and special education participants received career education hands-on experience. The career education classroom instruction was offered as proposed. The provision of selected after school opportunities was optional for the middle school, special education schools, and homeless children staff so a site could not be held to a standard. High schools don't offer an extended day program. Twenty-six percent of the middle school and 59 percent of the special education AI/DP students had a record of having participated in one of the after school programs.

- **Community based organizations** typically provided services (under contract) for guidance and employment opportunities. Contact between the school facilitator and the contractors' agent was reported for 69 percent of the middle and 53 percent of the appropriate high schools.

- **Attendance** percentages (days attended/days possible) for a typical participant from the subpopulations were: 67 percent for high school; 77 percent for middle school; 75 percent for special education; 64 percent for pregnant teenagers; and 74 percent for homeless children. These attendance percentages not only reflect the continued eligibility of the participants, but indicate that the participants continue to miss school at least one day a week, every week. However, for the sample of students whose records were examined, these attendance figures in fall 1986-87 indicate an improvement when compared with the AI/DP pupil attendance percentage figures in 1984-85 and 1985-86 (for the entire school year) for the pupils in the longitudinal data base.

- **Eligibility** for service was verified (from the longitudinal data base) for 97 percent of the high school participants, 93 percent of the middle school participants, and 85 percent of the special education participants. In the 1986-87 school year, 93 percent of the special education participants were brand new admissions to the program. The combination of the findings from the sample fall, 1986 attendance data and the longitudinal eligibility data confirmed the assertion that the appropriate populations were enrolled in the program.

- **Achievement** in reading, English, mathematics, science and social studies generally improved in the fall, 1986 semester when compared to the spring, 1986 (prior semester), for the

pupil samples from the high schools, sites for pregnant teenagers and elementary schools (homeless children). This pattern of improvement was consistent with findings from the 1984-85 and 1985-86 school years.

The **achievement levels** remain low, inspite of the improvement in achievement cited immediately above. In no population in the 1986-87 samples did more than 67 percent of the pupils taking that subject pass that particular subject. In 1984-85, the longitudinal data revealed that the median high school participant took 11 courses and passed 2 (21%). In 1985-86, the median high school participant took 13 courses and passed 4 (30%). In fact, in the 1985-86 school year, half the high school population earned no credits toward a high school diploma. Among 2,755 freshman, only one student in eight accumulated sufficient credits to advance to the tenth grade in 1985-86. The holding or retention power of the schools with AI/DP participants is improving, but the percentage of AI/DP pupils passing courses and being promoted to a higher grade level continues to be unacceptable.

Recommendations

- Within the **facilitation** component, the pupil personnel committees need to a) meet more often (to conform to the standards) and b) accept all of the responsibilities specified in the program guide. "Flexibility" was interpreted by some committees as an opportunity to delegate too many responsibilities to the part-time facilitator. Training of committee members and a committee handbook of responsibilities might define the facilitator's and committee members roles and responsibilities more clearly, especially for the high school and middle school committees.

- **Attendance services, as they involve AI/DP staff**, with respect to the 407 Form follow-up procedure, require strengthening. The city-funded and AI/DP-funded staff appeared to be operating so independently that the AI/DP staffs were often unfamiliar with the outcomes or plans of action from the 407 meeting - an observation supported by incomplete pupil 407 Forms. Brief, regularly (biweekly) scheduled meetings between city-funded and AI/DP-funded attendance staff about 407 cases might unify the efforts of the school personnel through coordination.

- **Guidance and counseling services** shortfall is related to program design. In the case of special education, the peculiar interpretation of guidance staffing regulations needs re-examination and adjustment. In the cases of pregnant teenagers and homeless children, an increase in guidance staff or the allocation of staff time should be

examined. Where parent conferences are not forthcoming, school staff may have to go to the parent, instead of vice versa.

- **Linkage between school levels** needs to be a year long series of experiences. Scheduling should reflect such program design standards. Clear cut models, implemented in all 26 high schools, involving perhaps four or more experiences beyond the orientation given all ascending AI/DP middle school students should be developed, evaluated and validated. Such experiences should make provision for parent involvement because parent support at home is crucial as the AI/DP student approaches 17 years of age.

- **Extended day classes** suffered from under use, based upon a comparison of providers and enrollments. The extended day programs (middle school, special education, homeless children) must be re-examined in anticipation of being restructured for at least parts of the target groups. State Education Department, Central Board, site coordinators, other district and community based organization staff should meet to identify problems, to determine which data and from whom it should be obtained, and to develop strategies to address the very difficult aspects of coordinating services for these populations.

- **Career education** practical experiences need to be provided for much more of the high school and middle school populations. The patch work of limited opportunities provided by community based organizations and dedicated facilitators or guidance counselors is not adequate. The job development program must be implemented if there is to be any hope of delivering occupational experiences which make the career education classroom instruction and basic skills relevant to the participants' desire to graduate.

- Where **community based organizations** were involved, a serious lack of communication - indeed, in some cases, animosity was revealed. The use of contracted services needs to be studied and evaluated. If the practice endures, then school personnel must be trained with community based organization staff on how to maximize services.

CHAPTER I

INTRODUCTION

This report presents the findings of the study of the Attendance Improvement/Dropout Prevention (AI/DP) Program implemented in New York City during the 1986-1987 academic year. During 1986-87, the Central Board of Education received a $30 million State grant to implement the program.[1] Attendance improvement and retention is a significant component of the proposed Performance Aid for Student Success (see cover) and was cited as the Regents' and Governor's Plan for one of the Governor's Investment Priorities (1987 State-of-the-State Message).

Department Study Questions

The purpose of the study was to provide valid and reliable information in answer to the following questions:

- Are the intended pupils being reached by the program?
- Are the services being delivered at the prescribed level and in a timely fashion?
- Do the stated indicators of an improved attendance pattern and a reduced frequency in school leaving among targeted youngsters point toward success?

This report summarizes the findings of a classic discrepancy model evaluation design. This approach, as applied to the study of AI/DP determined whether:

a) services were installed according to the standards set forth by the authorities or in the Board of Education Chancellor's Circular Number 25;
b) "at risk" pupils were actually receiving the prescribed services; and
c) pupils' attendance, tardiness, course completion and grades reflected possible impact of the grant. Additionally, the Department corroborated the status of the installed program components by examining individual participant's records.

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[1]The grant was to be spent in conformity to section 175.23 of the Commissioner's Regulations, as amended, effective July 1, 1986 pursuant to sections 207 and 3602 (25) of the Education Law, as amended by section 47 of Chapter 53 of the Laws of 1986.

Program Design

The NYC Board of Education AI/DP program consists of a six component program with some flexibility (options) appropriate to the level of the facility serving the learner. The components were as follows:

- **site facilitation** - a part time staff member who managed the program at the site along with a pupil personnel committee that met regularly and developed aspects of the other five components

- **attendance outreach** - prompt attention to absenteeism shored up by continuous follow-up by mail, phone or visitation when truancy was suspected with an incentive reward system

- **counseling and guidance** - individual counseling and/or group counseling for academic or personal problems plus parental involvement

- **health services** - a guaranteed screening of students for vision, hearing, physical condition, and immunizations with referrals to health service providers where warranted

- **linkages between school levels** - orientation visits (beyond the regular offerings) and activities designed to lower anxieties in intermediate level pupils who were ascending to high school

- **alternative education** - regular day programs focusing on occupations (from classroom training and in a work setting) buttressed by extended day opportunities for academic enrichment or remediation, counseling or other career education experiences

There were some variations appropriate to the target populations. For example, the homeless elementary school children (hotel kids) program included only portions of the overall program (e.g., high school linkage was omitted) while the pregnant teenage population had a different, admissions-related health services design. Furthermore, within some components (e.g., alternative education) and within a given population (e.g., high school) there was a variation in service delivery (e.g., career education) because of certain instructional model's (e.g., SOAR) design requirements. Portions of such models were selected from demonstrated and replicated projects with previously verified effectiveness.

Design Methodology

A Discrepancy Evaluation design was developed to ascertain if the program was implemented in 26 high schools, 68 middle schools, 5 schools serving pregnant teenage girls, 6 special education regions and 8 elementary buildings hosting extended day activities for homeless children. Each visited site was held to the standards described in the application, legislation, Commissioner's Regulations, Chancellor's circulars and/or program office guidelines. The component oriented instruments, which had been pilot tested within New York City, allowed the 32 trained State Education Department staff to ascertain:

a) the extent to which the project plan was followed, and
b) if the plan wasn't followed, why it wasn't followed.

The findings to the latter question allow program designers to determine whether a standard is reasonable or needs to be adjusted. The data collectors asked staff primarily for hard copy evidence and secondly, for testimony. Additionally, the data collectors examined pupil records of a representative, randomly selected sample of each of the populations drawn from the five types of schools to determine whether the individual pupils were recipients of the services under each of the appropriate components. The Department staff also collected first semester attendance, tardiness, class cut, and course achievement data. The evaluation design sought to determine both if a given service was provided and if the service was received by the participants in each of the subpopulations. The site visits were conducted in the third week of February, 1987.

Concurrent with the site visits, an analysis of all current and past participants was conducted using The Central Board of Education Attendance Improvement/Dropout Prevention Cumulative data base for the latest semester on record (Spring, 1986). The purpose of this analysis was to answer selected impact questions related to retention in grade, continued enrollment, course failure, credits earned, and attendance for the same populations sampled above and for further subpopulations such as Limited English Proficient (LEP) pupils and Long Term Absentees (LTAs).

The discrepancy evaluation design was sufficiently comprehensive in sample selection to allow for inferences about the 1986-87 populations. The samples reflected, potentially, 4500 high school participants 10,200 intermediate or junior high school pupils, 3000 special education pupils, 1200 pregnant teenage girls and 1500 homeless children. The analysis embraced all pupils in the data base for the 1985-86 school year.

CHAPTER II

FINDINGS WITH RESPECT TO IMPLEMENTATION

The Department policymakers wanted to know if the intended populations were enrolled in the AI/DP program and if the specific services were reaching the selected participants. What follows is a facility type (e.g. high school) by population review of each of the appropriate components. The results in Chapter II are based upon representative samples of students at each level and were obtained at the time of the site visits.

High School Population

Among the 26 high schools, 16 employ a Student Opportunity, Advancement and Retention (SOAR) instructional approach, 7 engage in a STRATEGY instructional approach and 3 deliver instruction in a SUCCESS framework. Some facilities which embraced the latter two approaches contracted out certain alternative education and/or guidance services to community based organizations (private vendors). Regardless of the options elected, "all six components were to be fully integrated into a comprehensive program for each participant."[2]

Facilitation

The AI/DP site manager (facilitator) coordinated all activities. The pupil personnel committee (or Advisory Council) creates operational policies and plans and reviews operations in force. Among the 26 high schools, 25 or 96 percent had facilitators and 24 or 92 percent had operating pupil personnel committees. The typical (modal) pupil personnel committee met four times in the first semester. Based upon the standard, (monthly meetings), there should have been six meetings during the first semester. Eleven percent met the standard. Where specific activities (e.g. linkage plans, incentive plans, case review) were examined by the Department staff, there was considerable variation among facilities as to whether:

a) the pupil personnel committee delegated the total planning activities to a school staff member;
b) the committee as a whole deliberated about a mandated activity and created both a policy and scheduled a follow-up agenda item; or
c) the committee left the planning and implementation to the discretion of a staff member by default. No consistent policy of pupil case review by the pupil personnel committee was found. Ten committees review problem pupils' service and progress, while 10 committees delegate the review of pupil cases to other staff.

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[2]Nathan Quinones, Special Circular #25, 1985-86, May 21, 1986, page 8.

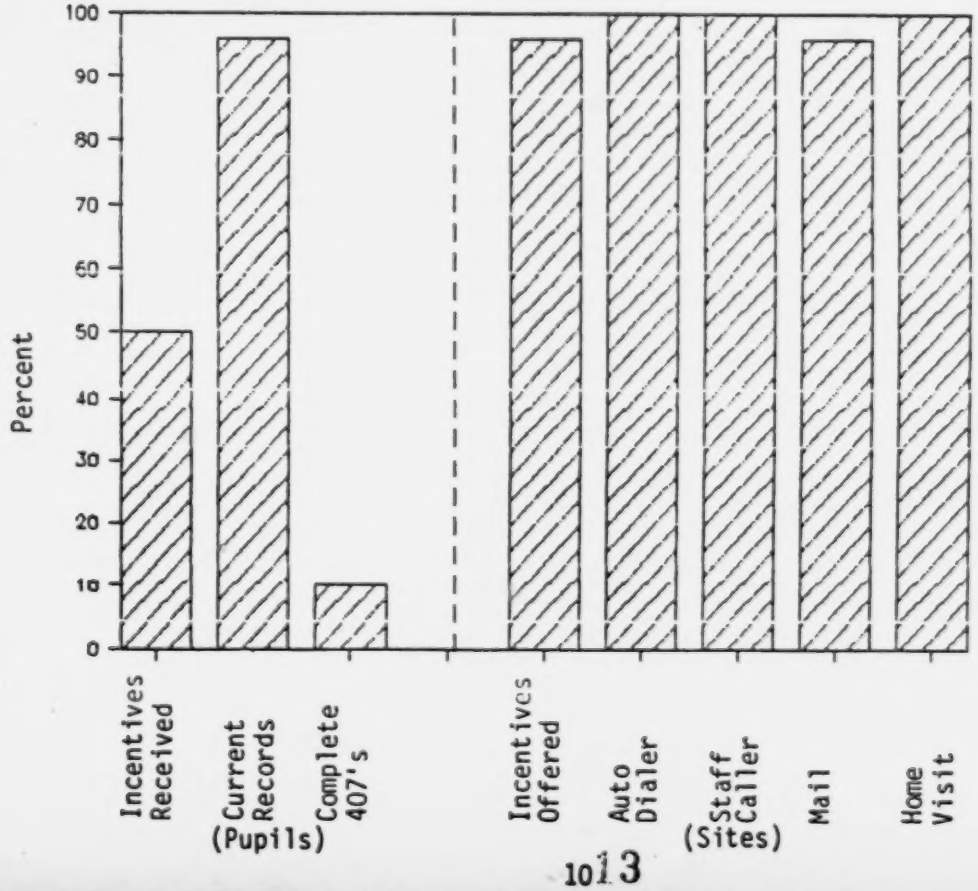
The Department concluded that the facilitators and pupil personnel committees were operational, although the division of labor and assigned tasks varied considerably among staff between sites.

Attendance Outreach

Among the 26 sites, 25 had an operational incentive program. Among the sampled high school students, there was evidence that 50 percent had received an attendance award (a T-shirt, cap, AI/DP "Bucks", certificate or other reward). Local businesses often contributed money or materials for awards where items other than certificates were presented.

The follow-up of pupil absence after a prescribed elapsed time (ranging from one day to 10 days) took the form of contact by automatic (robot) dialer, human dialer, mail, or a visit to the participant's home. Pupil attendance records (e.g., the 40 week attendance cards) were found to be up-to-date for 96 percent of the participants as shown in illustration 1. A judgment as to the adequacy of the above follow-up procedure for pupils formally cited for absenteeism by the issuance of a No. 407 Attendance Teacher's Absentee Report form was less conclusive. Among the records of pupils cited (N = 120), four percent (4%) had a conference date and three percent had a notation of the interview outcome, future monitoring proposed, or other recommended action.

Illustration 1
High School Attendance Outreach



It was concluded that the attendance outreach effort (mail, telephone and home visits) by AI/DP staff was implemented. The coordination between AI/DP and citywide attendance staff and completeness of the 407 forms were less than desired collectively, although there were notable exceptions. Most pupil attendance records were up-to-date and considerable effort has been expended to let parents know the status of a child's attendance if it was uneven.

Health Services

The expectation in the program design was that the Health Resource Coordinator (a position funded by sources other than the AI/DP grant) would pay particular attention to the health needs of AI/DP students. Pupil health records must be kept confidential under the auspices of the Department of Health. Consequently, considerable testimony rather than actual record examination, was accepted to address the findings below.

Illustration 2
High School Health Records (N=26)

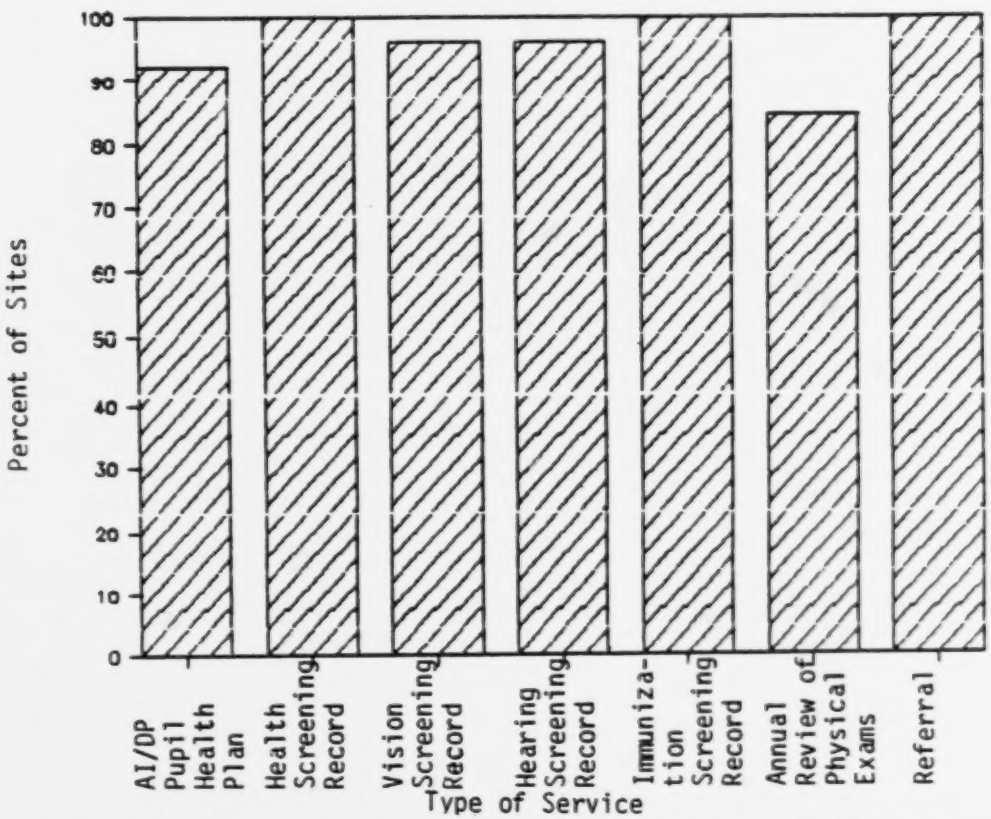


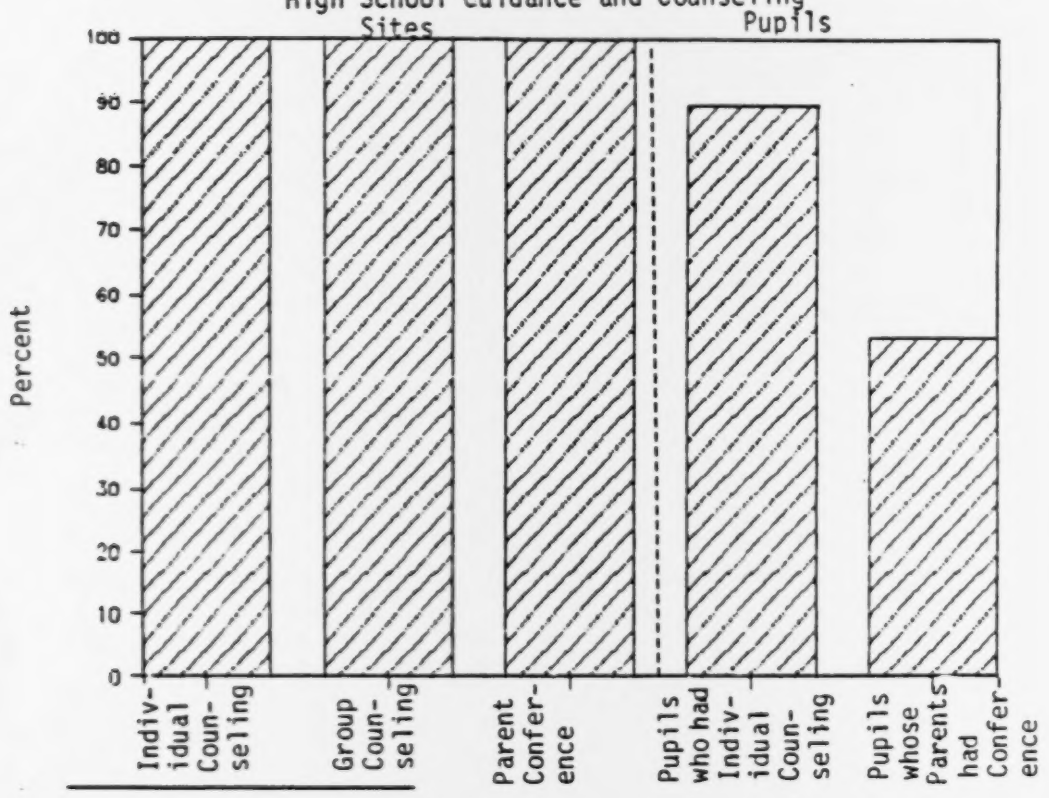
Illustration 2 reveals that all sites had health records of AI/DP students, and all specific screening activities had taken place for the majority of students.

Guidance and Counseling

Supplemental guidance counselors, drug counselors and social workers were added to the staff of the high schools to provide individual3 and group counseling and to communicate with parents about their own children's problems or attitudes.

Evidence (or testimony) for the specific individual counseling activities was produced at 100 percent of the high schools; for group counseling, at 100 percent of the schools, and for a direct parent conference at 100 percent of the high schools. The examination of individual student records revealed that 89 percent of the high school population had received individual counseling, 74 percent had received group counseling and 53 percent of the pupils had had a parent meeting with AI/DP staff charged with counseling. Illustration 3 reveals that guidance and counseling services are provided. Pupil records revealed that approximately half the at-risk pupils' parents had been to a child guidance conference with school personnel.

Illustration 3
High School Guidance and Counseling



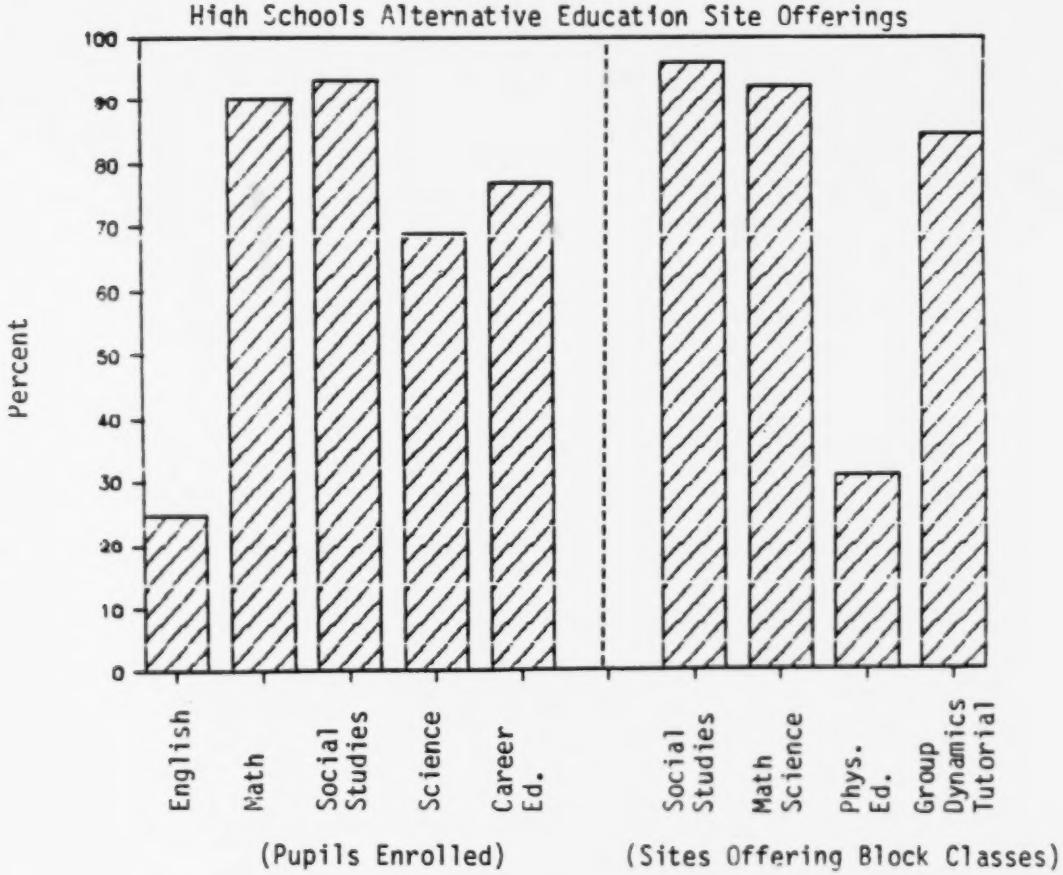
[3]Individual counseling may deal with academic progress, interrelationships, or personal problems. Interrelationships include parent-to-pupil, pupil-to-pupil, and staff-to-pupil. Personal problems include legal/court, pregnancy, other medical, drug, gang, and employment.

Alternative Education

Four blocks of 25 students were expected to receive specially designed classes in English, social studies, science and/or mathematics as well as a high interest career-oriented class (e.g. keyboarding, photography, group-dynamics and physical education) in each school building. In addition to the 100 core students, 50 additional pupils (called transitional students), whose attendance had improved to the point where they would no longer be eligible for AI/DP services were given limited instructional support in at least two AI/DP classes. The initial grant called for special grouping of Limited English Proficient (LEP) pupils (who scored between 21 and 40 points on the Language Assessment Battery), but no such LEP grouping was found in the AI/DP program high schools. Twenty of the 26 schools had a list of the 50 transitional students.

The illustration below reveals the percentage of pupils who participated in the career oriented classes, and whether the pupils were enrolled in English, mathematics, social studies and science. Also displayed in illustration 4 is the information depicting the extent to which high schools operated the block classes for AI/DP core and transitional students.

Illustration 4
High Schools Alternative Education Site Offerings



Feeder to High School Linkages

A feeder middle school to high school linkage component was developed to assist at-risk students form connections with the high schools they were expected to attend. High schools were expected to prepare a written plan for activities to be jointly attended by high school and middle school students and staff. Furthermore, AI/DP high schools were supposed to have a list of 1985-86 AI/DP (and DPP4) students that would be ascending in grade to that high school.

Among the 26 high schools, 14 or 54 percent produced the list of students. The written linkage plan was located in 19 high schools. Twenty-four high schools offered evidence of more than three activities jointly attended by middle school and high school staff and students. As the Department staff visited the AI/DP sites this component was being strengthened by means of requiring a formal signed and countersigned document by the high school authorities and corresponding feeder school authorities.

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4 The Dropout Prevention Program is a similar effort funded by the New York City Board of Education

Summary

Table 1 displays the installation of the six components along with the percentage of sites where the services had been implemented.

Table 1
High School Implementation

	Evidence Component was Installed (N=26 high schools)	Pupil Record of Receipt of Services
Facilitation		
Staffed	96%	NA*
Pupil personnel committee exists	93%	NA
PPC met one/month	12%	NA
Attendance		
Monitoring & up to date attendance history	96%	96%
Outreach to home by mail, phone, visit	100%	NA
407 Form procedure follow-up	Required	10% (of appropriate students)
Incentive program	96%	50%
Counseling		
Individual	100%	89%
Group	100%	74%
Parent's conference	100%	53%
Health Services		
Screening	85%	NA
Linkages		
Student orientation visit/ joint activity	93%	NA
Lists of students ascending	54%	NA
Plan in place	73%	NA
Alternative Education		
Career ed. (theory)	Required	77%
Career ed. (practice)	Required	19%

* NA = Not Applicable or Not Available

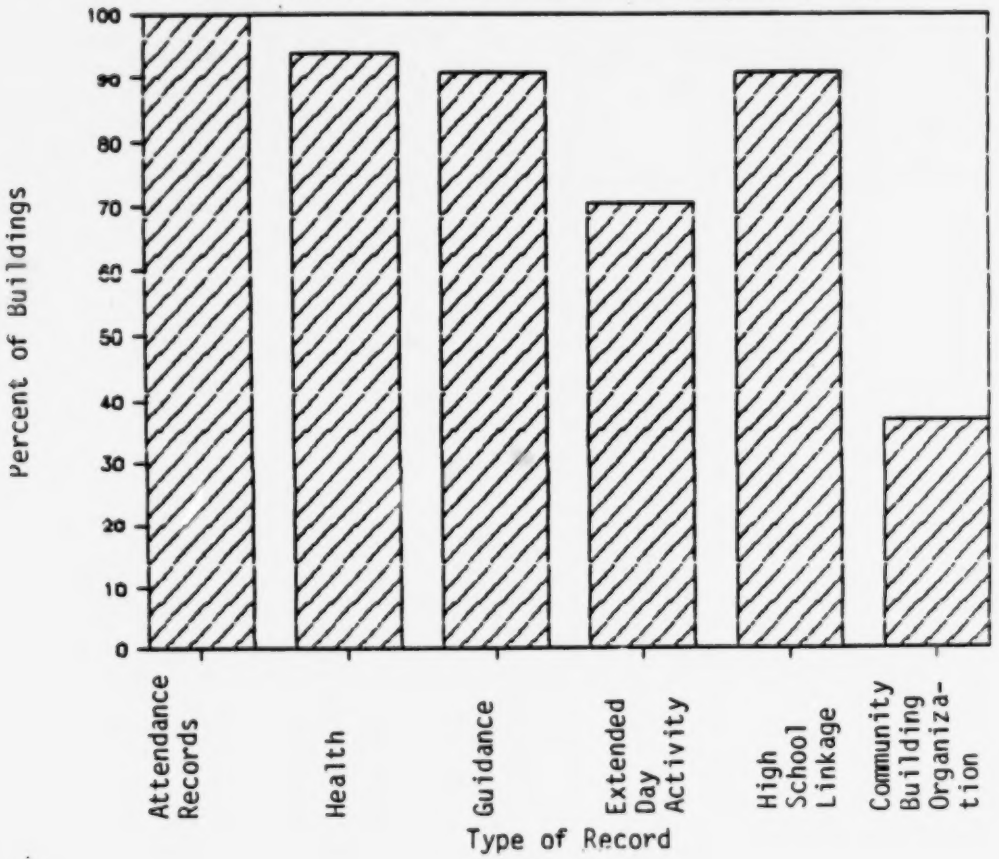
Middle School Population

The middle school population is a combination of seventh and eighth grade pupils from intermediate schools and eighth and ninth grade pupils from junior high school. A typical non-AI/DP ninth grade pupil is 14 years of age. AI/DP students tend to be overage for grade and within a year of being able to legally leave school. All six components were expected to be implemented for an anticipated 10,200 pupils across 68 buildings. The extended day activity in the alternative education component makes the middle school program different from the high school program.

Facilitation

A site facilitator was operating in 100 percent of the 68 buildings. The facilitator (or the pupil personnel committee) is responsible for the record keeping for attendance, guidance services, health information and the plans for extended day activities and high school linkage. Illustration 5 below indicates the percentage of buildings where evidence of this monitoring was taking place.

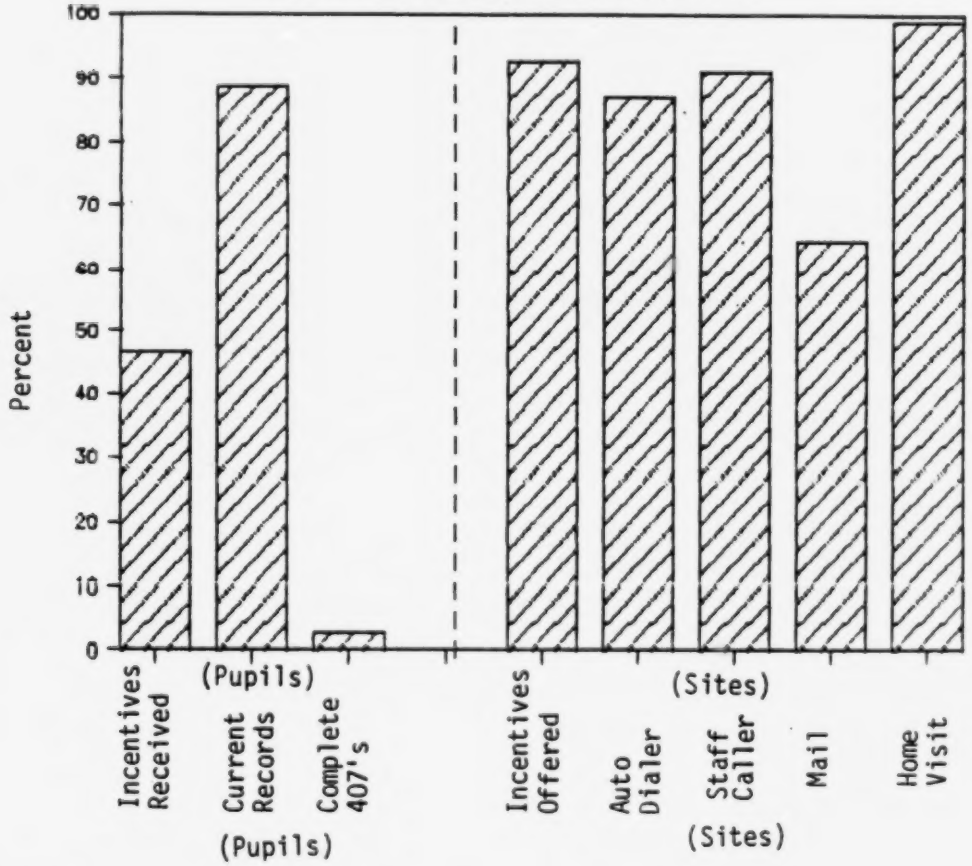
Illustration 5
Middle School Facilitation Record Keeping (N=68)



Attendance Outreach

Among the 68 middle schools, 63 or 93 percent had an operational attendance incentive program. Pupil records were found to be up-to-date for 89 percent of the population. Automatic dialers were used in 59 of the buildings and, staff placed phone calls were made daily at 78 percent of the buildings. Attendance related mail to parents or guardians was prepared by AI/DP staff at 94 percent of the schools, and visits to homes were made by AI/DP staff from 67 schools. Illustration 6 depicts the installation level by building and the records of the recipients.

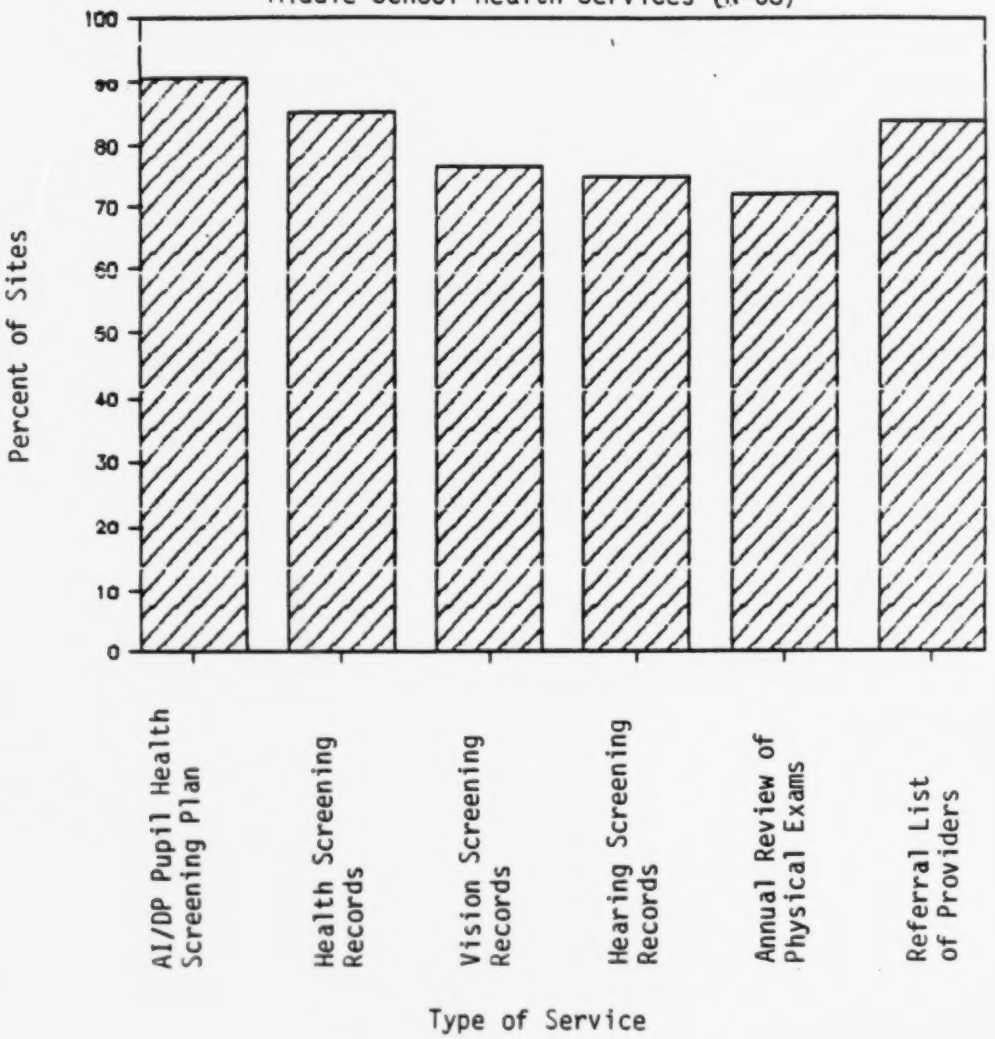
Illustration 6
Middle School Attendance Outreach



Health Services

Middle school health services called for a specific school health plan for the targeted students. The plan required a staff member to review health records, provide vision and hearing screening, provide physical examinations, identify health providers for referrals and document service delivery. Illustration 7 reveals for 68 buildings where AI/DP student health rosters were discovered, vision and hearing screening for AI/DP students was taking place, physical examinations were being up dated and lists of medical service providers were uncovered. Pupil records were not examined directly given the confidential information contained therein.

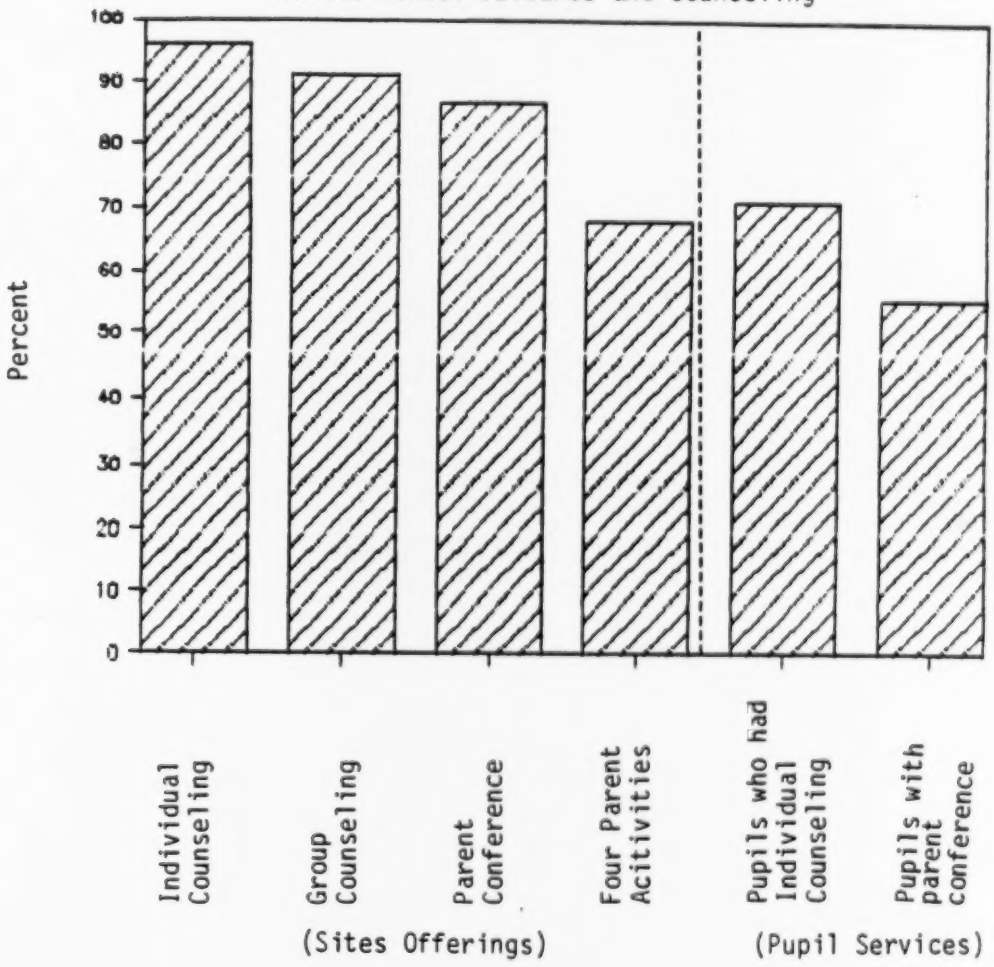
Illustration 7
Middle School Health Services (N=68)



Guidance and Counseling

The most stringent standards for the five populations studied were proposed for the middle school program. In addition to the individual and group counseling associated with other populations, "regular communication with parents" and "a minimum of four formal parent activities" were required.[5] Again, the Department looked for evidence that the service was offered at a school level and whether it was received at a pupil level. Illustration 8 displays both types of findings.

Illustration 8
Middle School Guidance and Counseling

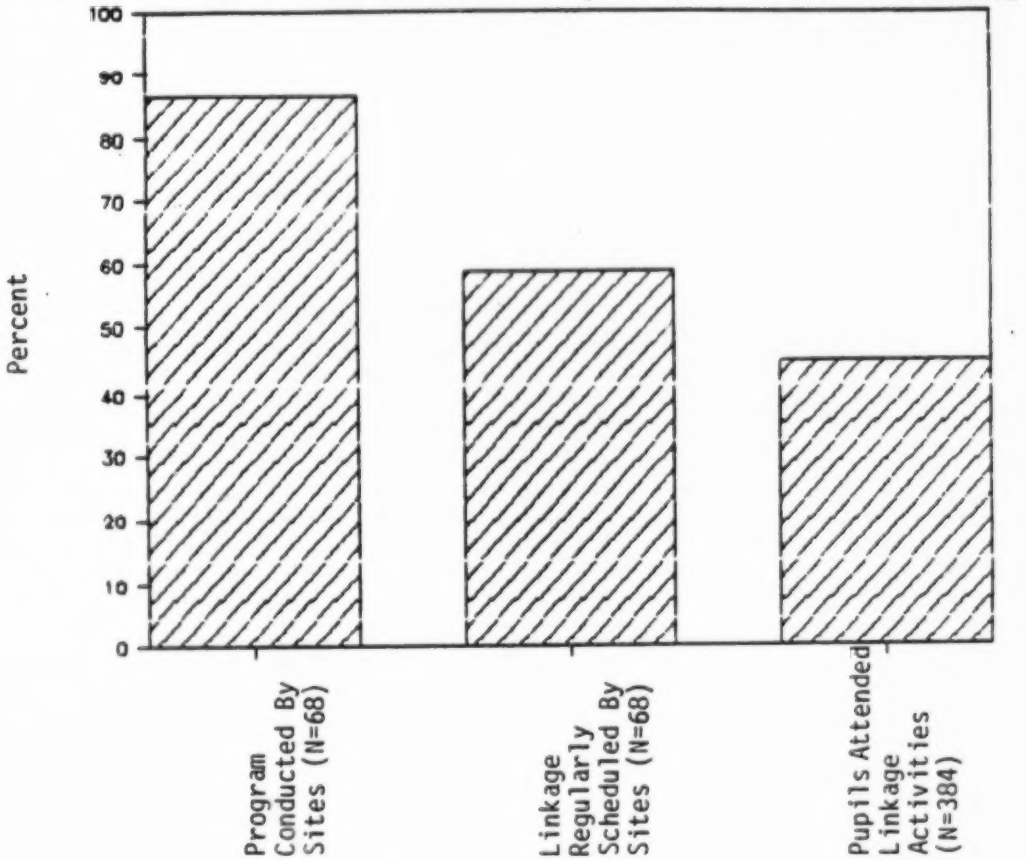


[5] op.cit, circular 25, attachment 3

Linkage: Feeder to High School

Helping pupils make the transition from middle school to high school is a major purpose of the AI/DP program. The designers intended that AI/DP students receive orientation over-and-above that offered all intermediate or junior high school pupils. Some seven different options or activities are suggested to facilitate the connecting of the middle school pupil with his/her new high school.[6] Illustration 9 displays the prevalence of a special AI/DP orientation program, regularly scheduled activities and finally whether the pupils attended.

Illustration 9
Middle School Linkage, Feeder to High School: Sites and Students

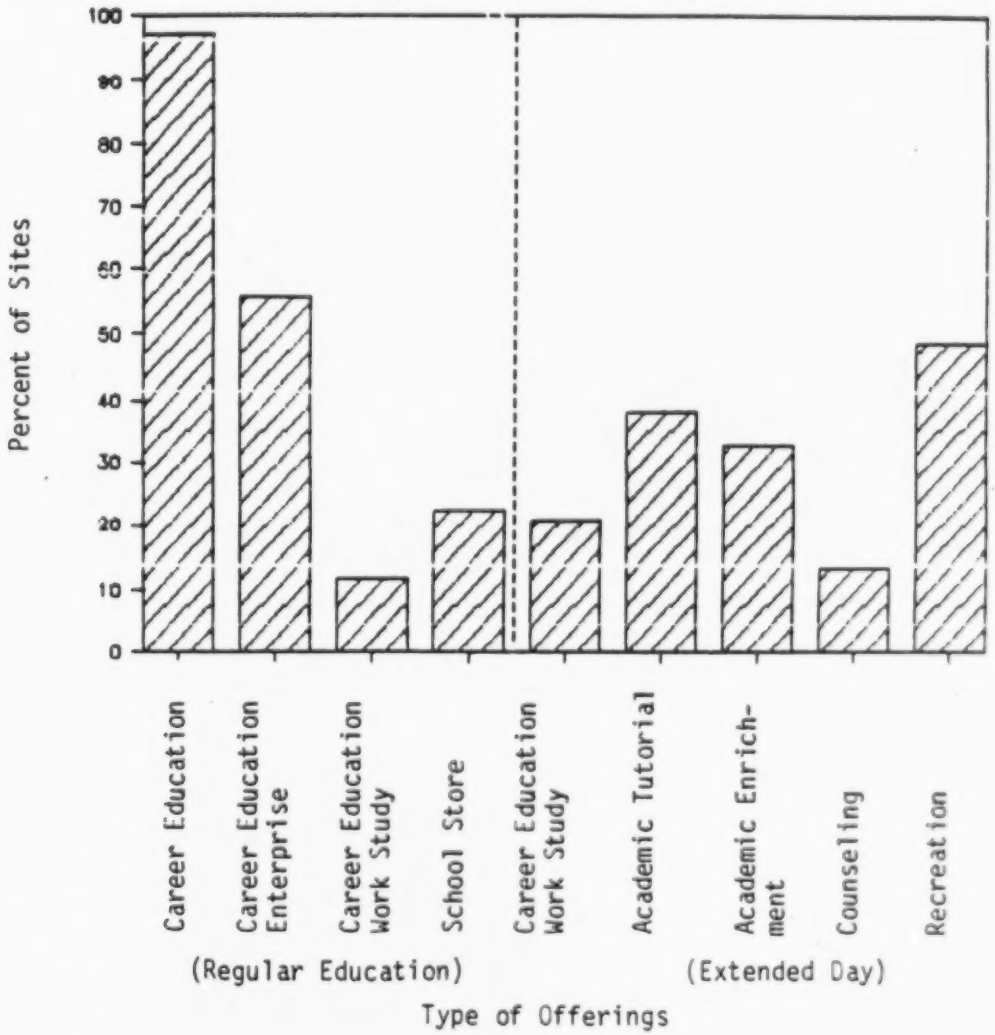


[6] op.cit, circular #25, attachment 3.

Alternative Education

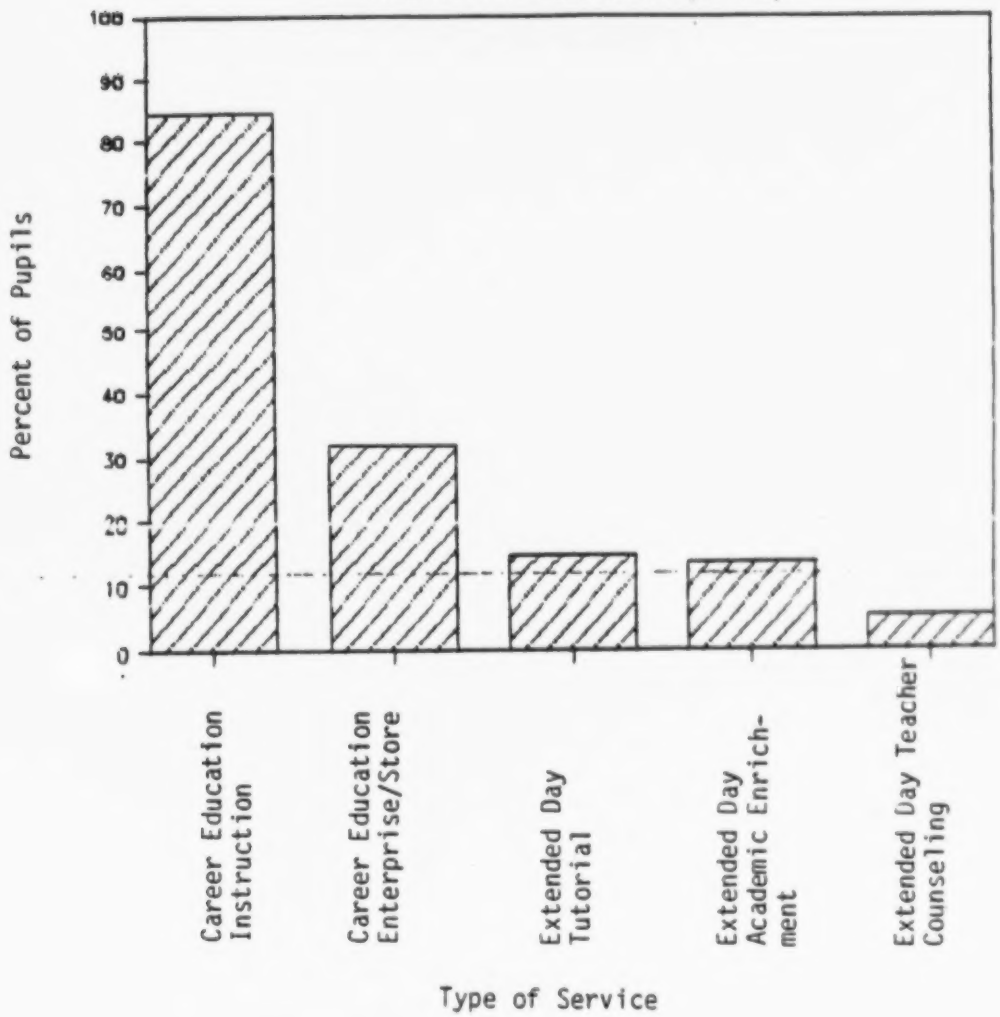
Middle school students are expected to participate in classroom instruction and a practical (hands-on) experience in career education. An optional program (before and/or after school) was designed to provide career education experiences, supplemental instruction (remedial, enrichment or recreational), and counseling. Workstudy was a career education option, available to middle school pupils who met attendance criteria. The partition in Illustration 10 was drawn between the regular school day and the extended day.

Illustration 10
Middle School Alternative Education
Site Offerings by Time of Day (N=68)



Since participation by at-risk students in extended day activities was as important as determining whether a service was offered, pupil records were examined for pupil enrollment in extended day classes and regular day career education courses. Illustration 11 reveals the findings by class offered.

Illustration 11
Middle School Pupil Participation
in Alternative Education (N=414)



Summary

A summary of component implementation for middle school students and sites is provided in Table 2.

Table 2
Middle School Implementation
(N=414)

	Evidence Component was Installed (N=68 middle schools)	Pupil Record of Receipt of Services
Facilitation		
Staffed	100%	NA
Pupil personnel committee met	63%	NA
PPC met once/month	18%	NA
Attendance		
Monitoring & up to date history	100%	89%
Outreach to home (mail, phone, visit)	99%	
407 Form procedure follow-up	required	26% (of possible)
Incentive program	93%	47%
Counseling		
Individual	96%	71%
Group	91%	51%
Parents conference	87%	55%
Health Services		
Screening plan	92%	NA
Linkages		
Student orientation visit	59%	41%*
Plan in place	91%	NA
Parent workshops	68%	NA
Alternative Education		
Career education (classroom instruction)	97%	84%
Career education (practice)	NA	32%
Enterprise program	56%	11%
Work study (regular day & extended day)	33%	NA
Store	22%	0%
Tutorial (homework helper)	38%	15%
Enrichment	32%	14%
Counseling	13%	6%
Recreation	49%	16%

* includes both highest classes in building, not only top class.
NA = Not Applicable or Not Available

SPECIAL EDUCATION

The statistics for special education students served under the supervision of the D.vision of High Schools or for students who were supervised in middle schools operated by community school districts are included in the preceding sections. Special education students whose instruction was provided under the direct supervision of the Division of Special Education (DSE) are discussed here. The AI/DP special education program is operated by regions for moderately impaired students and in four citywide sites for severely impaired students. (The site visit design treated the service provider as seven regions and collected pupil data at the regional offices and constituent school buildings.) The special education AI/DP program is predominately middle school level although specific classes may be considered ungraded.

Facilitation

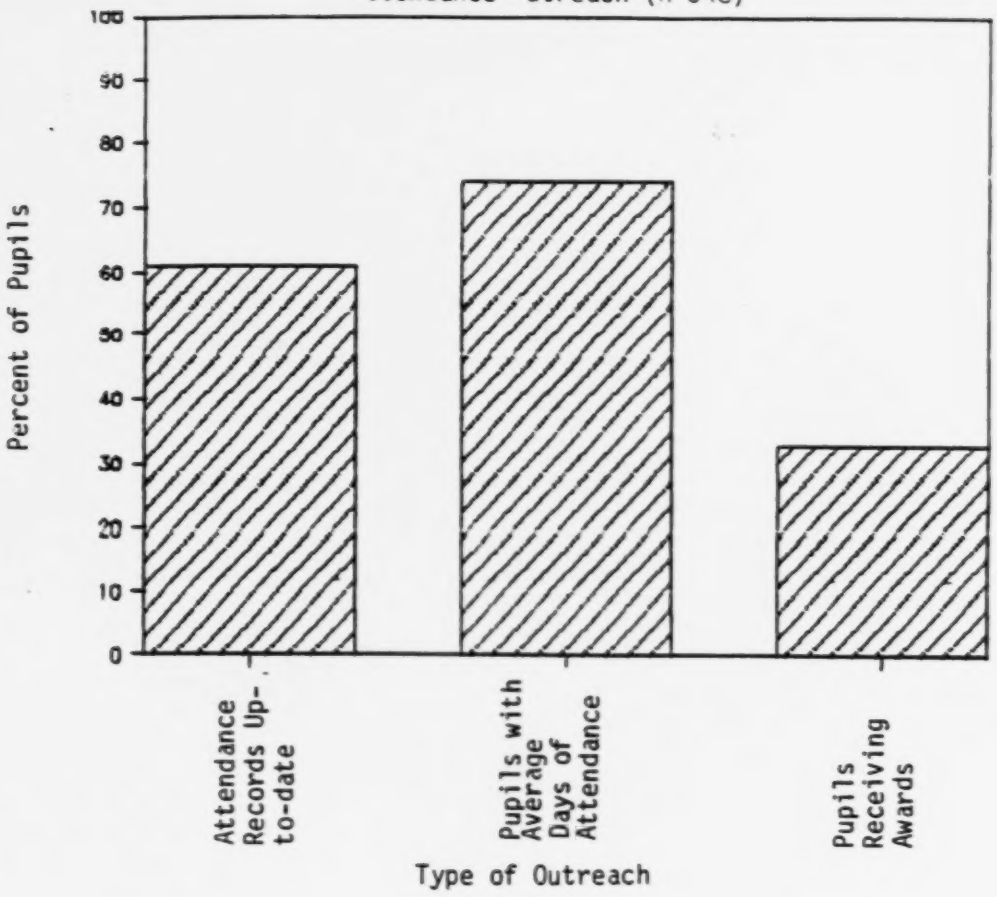
Six out of the possible seven regional facilitators were available to monitor pupil progress. Evidence was produced to show that six of seven regions met with school based general education or other special education administrators to integrate special education children into the general education AI/DP activities. Furthermore, all of the regional DSE teams (comparable to the pupil personnel committees) had met semi-monthly to develop plans for an extended day program and monthly attendance monitoring of individual pupils records.

Attendance Outreach

All seven regions were able to demonstrate that the record keeping function was in place. Moreover, the DSE data base on attendance was shown to be updated. The attendance incentive portion of the project was handled differently in special education. The rewards were not withheld, universally, until a criterion was met, but rather were offered to the whole AI/DP population at some sites. It was reported that all the regions had the incentive program in place and that 32 percent of the pupils had received an attendance award. Family workers verify individual attendance through spot checks in classrooms, set automatic dialers, make phone calls directly, mail letters to parents and make visits to homes for students who demonstrate attendance problems. Automatic dialers are in place in five regions. Staff place phone calls in all regions. They produce mailings in six regions and visits to homes are conducted in all seven regions routinely.

The pupil data revealed that 74 percent had been tardy at least once. However, the median special education pupil was tardy once in twenty days. Sixty-one percent of the pupils had up-to-date attendance cards and the average pupil attendance pattern was 74 percent. The bars in Illustration 12 represent these findings graphically.

Illustration 12
Special Education Pupil
Attendance Outreach (N=348)



Health Services

A Central Health Aide was employed to monitor appropriate referrals and the resulting service delivery. As with the other populations, at-risk special education students were expected to have up-to-date immunizations, physical examinations, as well as hearing and vision examinations. The Department found that all sites had records for the special education AI/DP students in visual screening, 86 percent of the sites had screening records for hearing, and immunization, and health records were up-to-date for 86 percent of the sites. Seventy-one percent of the sites had a health screening plan.

Guidance and Counseling

A guidance counselor for each region was employed - but not to provide any counseling. The Special Education AI/DP Team uses an AI/DP funded counselor as a facilitator to see that those children who need counseling receive such counseling from the non-AI/DP funded counselors. The guidance counselors did not "provide direct services to the 'hard core' students identified"[7] as needing counseling. Illustration 13 reveals by region whether evidence or testimony supported the implementation by AI/DP guidance record keeping, Fall Individualized Education Program

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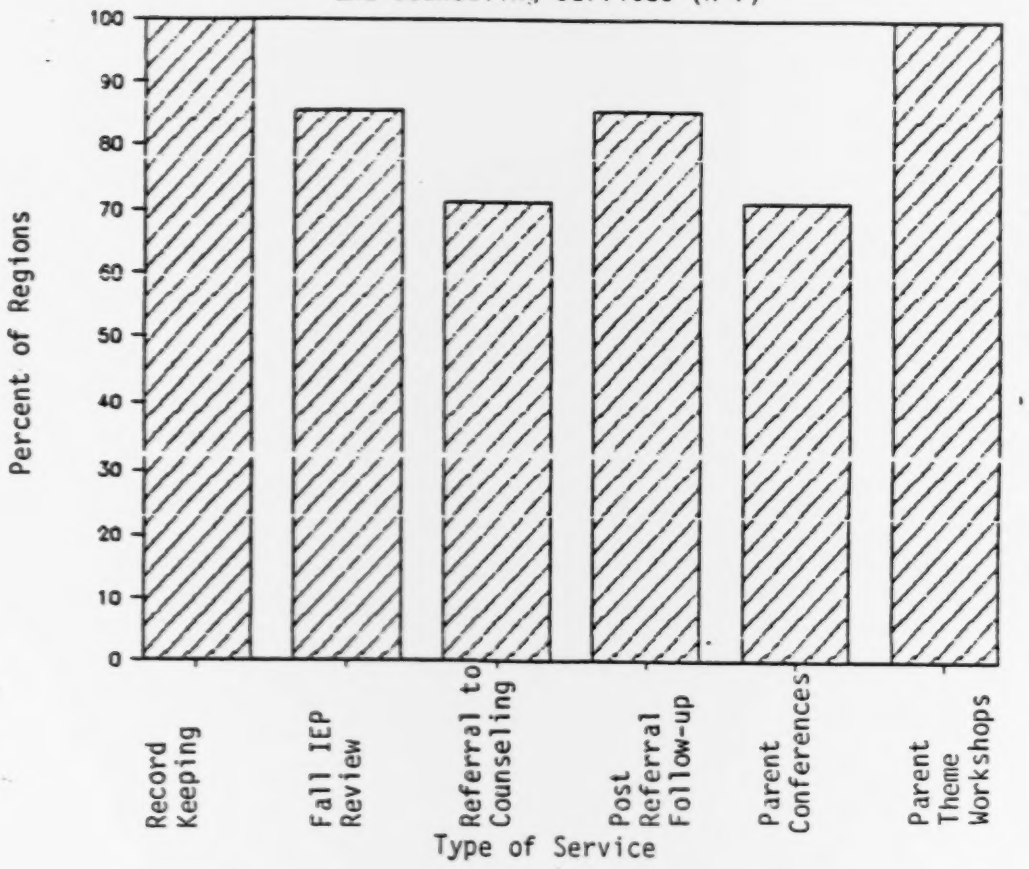
[7] op.cit., circular 25, attachment 3.

(IEP) review, referral to non-AI/DP counselors, post referral follow-up, parent conferences and parent worksnops.

Illustration 13
Special Education Regional Guidance and Counseling Services (N=7)



When the pupil records were examined it was found that 52 percent of the DSE supervised AI/DP students had received individual counseling and 33 percent had received group counseling since August, 1986.

Linkages: Special Education Classes to High School Classes

The plan for special education students included trips to a nigh school for <u>other</u> <u>than</u> the mandated orientation, attendance at high school "fairs", high school "days", and/or buddying-up with a high school student and "shadowing" that person through a typical high school day. Parents of special education pupils were supposed to be offered linkage workshops. Table 3 displays the findings by region as to the implementation in terms of percentage of region.

Table 3
Special Education Regional
Linkage Implementation
(N=7)

Type of Implementation	Percent of Regions
Trips to High School	100
High School Fair	71
Buddy System (Shadowing)	29
Parent Linkage Workshops	71

The percentage of pupils who had participated in a high school orientation activity since August, 1986 was found to be 38.

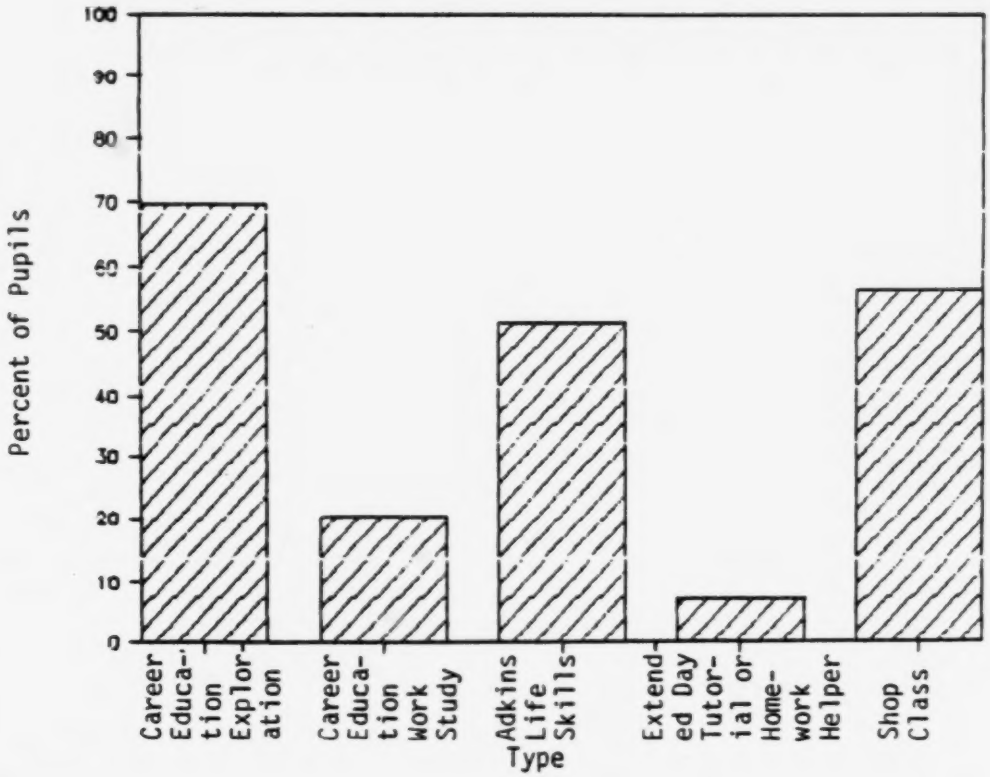
Alternative Education

Special education planners included career education classroom instruction and practical classes (hands on, work study, shop). Additionally, extended day program sites, similar to the regular middle schools programs, were free to offer a homework helper class, tutorial class, sports education, sewing, printing, cooking and ceramics and business enterprises. The Adkins Life Skill program was offered to some special education students, as well. Table 4 reveals the frequency by region where such offerings were available, while illustration 14 displays the prevalence of enrollment by pupils.

Table 4
Special Education
Regional Alternative
Education Activities
(N=7)

Type of Activity	Percent of Regions
Regular School Day	
Enterprise	57
Extended School Day	
Enterprise	57
Career Education Classroom Instruction	86
Career Education Work Study	29
Job Placement	43
Academic Tutorial (or Homework Helper)	57
Career Education Shop Class	43
Recreational Sports	86
Atkins Life Skills	100

Illustration 14
Special Education Pupils Alternative Education Activities (N=348)



Summary

The special education site implementation summary is displayed in table 5 along with the percentage of pupils whose records revealed the receipt of services.

Table 5
Special Education Implementation

	Evidence Component was Installed (7 Regions, 45 Constituent Bldgs.)	Pupil Record of Receipt of Services
Facilitation		
Staffed	86%	NA
Pupil personnel committee exists	100%	NA
Attendance		
Incentive program	100%	32%
Monitoring & up to date history	100%	61%
Outreach to home (mail, phone, visit)	100%	NA
407 Form procedure follow-up	required	74%
Counseling		
Referral to	71%	52%
Follow-up from	86%	33%
Parents conference	71%	NA
Health Services		
Screening plan	71%	NA
Review system	100%	NA
Linkages		
Student orientation visit/ joint activity	100%	38%
Plan in place	86%	NA
*Parent workshops	71%	NA
Alternative Education		
Career introduction	86%	70%
Adkins Life Skills	100%	51%
Enterprise	57%	NA
Work study	29%	20%
Job placement	43%	NA
Extended day tutorial	57%	7%
Extended day shop classes	43%	56%
Extended day recreation	86%	NA

* Services often were offered on a regional basis, rather than on a school by school basis.
NA = Not Applicable or Not Available

Pregnant Teenagers

The Board of Education maintains a "hot-line" where pregnant teenagers can make contact with the scho l authorities to continue their school work while adjusting t› their changing situation. The AI/DP program provides services for 500 such girls across five sites on a given day, with a cumulative clientele of 1200 in the course of a year. Attendance outreach, guidance and counseling, and alternative education (home-study, parenting courses) are the three components in force for this population. The extensive health services and screening are provided at the point of admission to the program and are not reported below.

Attendance Outreach

At all five sites a staff member was found to make contact on every occasion of unexplained absence from school. At no site did staff wait until the 407 form attendance follow-up procedure was instituted after 10 days. Given the nature of the population, the individual pupil's attendance history was calculated from the day of admission (99 percent of the admission sheets were available) to the program. The typical pregnant teen was present 65 percent of the time.

Guidance and Counseling

Both guidance counselors and social workers provide counseling to this target group. Evidence from the social worker's monthly log revealed that the service was available at all five sites, both for the pregnant teen and the pregnant teen's parent(s). The girls' records indicated that 69 percent had received individual counseling and 60 percent had received group counseling.

Alternative Education

The program offers home-study support at both the pre-natal and postpartum period when appropriate. All five sites offered evidence that the assigned independent study and homework were being monitored. Parenting and child care skills were offered by all five sites. When the girl's individual records were examined, it was found that 93 percent of the population had received instruction in child care.

The initial design of the program for pregnant teenagers called for a follow-up in postpartum placement (in a regular junior or senior high school). This portion of the program was not implemented. Instead, instruction was provided by the program to the new mothers until the next semester started in the regular school system, at which time the teenager enrolled in the appropriate level building.

Summary

The implementation at the five sites and the services received by the pregnant teenagers are summarized in Table 6.

Table 6
Pregnant Teenage Program Implementation

Evidence Implemented Component		Pupil Record of Service Receipt
Facilitation	100%	NA
Attendance		
Monitoring & up to date history	100%	97%
Outreach	100%	
407 Form procedure follow-up	NA	13%
Health Service		
Completed admission sheet available	required	99%
Guidance		
Individual counseling	100%	69%
Group counseling	60%	60%
Parent conference	100%	NA
Alternative Education		
Home-study support	100%	NA
Parenting/child care classes	100%	93%

NA = Not Applicable or Not Available

Homeless Children

Children lodged in temporary housing are expected to be enrolled in a new neighborhood school. An AI/DP staff person is quartered at the hotel and routes the child and parent to the appropriate school. Furthermore, the AI/DP staff person provides a referral service for non-educational services. Selected buildings in Community School Districts One and Two offered an extended day program wherein academic tutorial, academic enrichment, recreational and arts and crafts activities were offered, culminating in a supper. During the period of the data collection programs at certain sites ceased operating due to a lack of targeted participants. A reduced set of components (attendance, counseling and extended day) were expected to be in place.

Attendance outreach

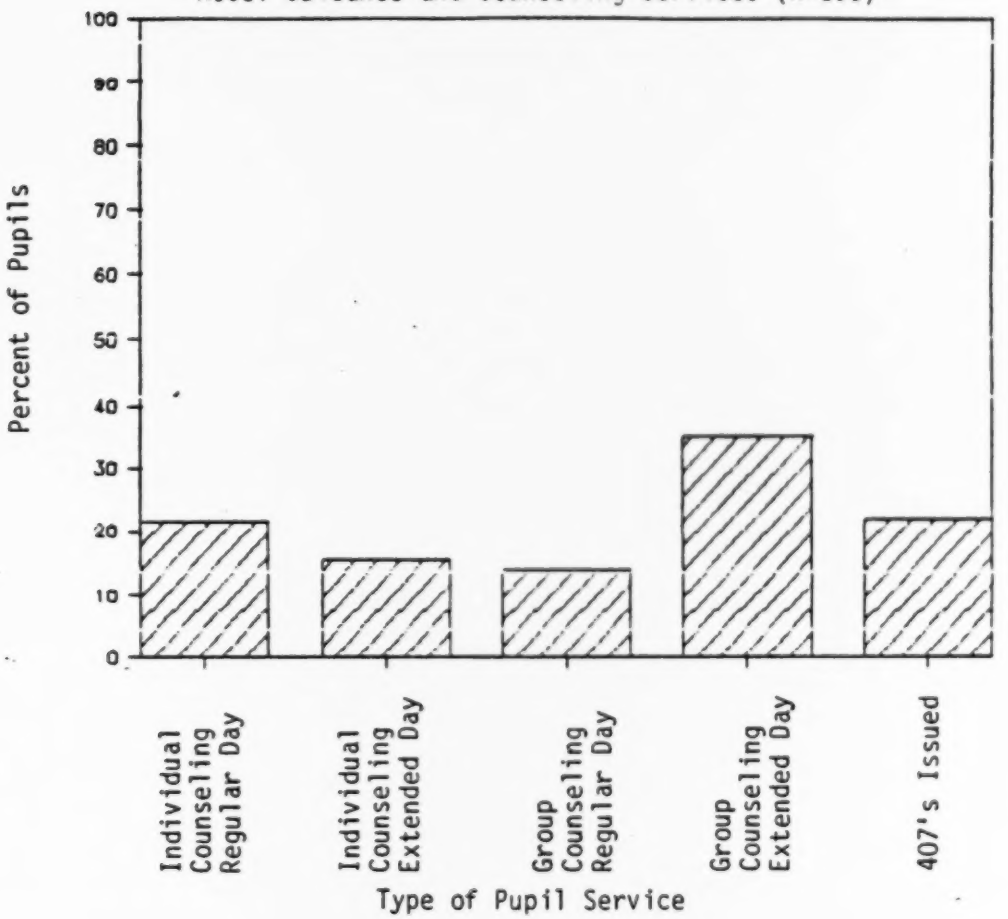
For the eight school buildings visited, all eight or 100 percent had a procedure in place to follow up on student absence. Three-fourths of the sites had an attendance incentive program in place. Bus monitoring activities had not been implemented, nor were wake-up calls placed, as proposed. Twenty-five percent of the typical "hotel kids" had been in two schools during the fall semester, although some children had been in as many as three buildings. The 40 week attendance cards for 66 percent of the students were up-to-date for the schools visited, although records that were supposed to have followed the child from prior sites were generally missing. The median percentage of days attended at the current site since a child arrived at the new site was 79 percent. Since the children were bussed to school, the finding that 40 percent of the sample children had a history of tardiness was unexpected.

At three of the five hotels visited a designated attendance staff member prepared written correspondence to the parents daily. At all of the visited sites, there was a person charged to make visits to the public assistance hotel apartments. At the five hotels visited, four staff reported that a verification procedure for student registration (school placement) was operational.

Guidance and Counseling

Adjustments to new schools (and new housing arrangements) affect elementary children differently. Supplementary guidance counselors were added to counsel children and parents, singly or in groups, most often during the extended day. Illustration 15 displays the delivery of guidance service to the sample.

Illustration 15
Hotel Guidance and Counseling Services (N-199)



Alternative Education/Extended Day

All eight school buildings providing extended day activities were visited. Table 7 provides the percentage of sites providing an academic tutorial session, an academic enrichment session, a recreation program, an arts and crafts program and a supper program.

Table 7
Site Offerings for Homeless Children
(N=8)

Type of Site Offering	Percent of Sites
Academic Tutorial	100
Academic Enrichment	88
Recreation	100
Arts and Crafts	100
Supper	100

Summary

The services provided homeless children and the indications of the children's receipt of such services are summarized in Table 8.

Table 8
Homeless Children Component Implementation

Evidence of Implementation		Pupil Record Indicates Receipt of Service*
Facilitation		
Timely school placement	80%	NA
Registration verified	88%	NA
Attendance		
Incentive program	75%	NA
Monitoring & attendance history up-to-date	100%	58%
Tardiness history up-to-date	required	54%
407 form follow-up	required	44%
Guidance		
Individual counseling (regular day)	NA	22%
Individual counseling (extended day)	NA	15%
Group counseling (regular day)	NA	14%
Group counseling (extended day)	NA	35%
Parent workshop	60%	NA
Alternative Education Extended Day		
Attendance history	NA	66%
Academic tutorial	100%	*
Academic enrichment	88%	*
Arts and crafts	100%	*
Supper	100%	*
Recreation	100%	*

* Records of only those 199 pupils who were registered for the extended day program were examined. Among these pupils 184 had valid data for attendance. The median (50th percentile) or typical pupil attended 63 percent of the days possible.

NA = Not Applicable or Not Available

CHAPTER III

IMPACT IN TERMS OF ATTENDANCE AND ACHIEVEMENT

Findings in this chapter were derived from the site visits for the 1986-87 school year and from the longitudinal data base for years 1984-85 and 1985-86 submitted by the Central Board of the City of New York.

Overview

Individual pupil report cards and transcripts were examined for each of the populations for the Spring, 1986 and the Fall, 1986. The final spring semester grade or the last spring semester marking period grade in reading, English, mathematics (or arithmetic), science and social studies were collected and appear as "Spring" in each of the tables that follow. The most recent marking period grade (or semester average) for the same subjects constitute the data source for Fall. The findings were dichotomized into either "pass" or "fail" for purposes of the analysis of achievement. The achievement improvement (or lack thereof) is summarized across all five populations in the chapter entitled "Conclusions and Other Findings of Interest."

Companion to the five representative samples, for which current achievement data by subject matter courses were available, was the Central Board data base for all AI/DP pupils whose records extend back into the 1984-85 school year. The universal data set summarizes achievement as courses passed or failed without respect to subject matter.

Since pupils in the sample were not all enrolled in AI/DP programs from the first day of school in September, the analyses of in-school truancy (class cutting), tardiness and absenteeism are expressed as ratios or percentages. For example, an AI/DP participant who attended school three days out of four days possible was assigned a ratio of .75. Frequently the findings are reported in terms of the middlemost child. That participant was called the median child and half his/her cohorts had a higher ratio and half had a lower ratio then he/she did.

High School Participants Attendance and Achievement

The data below refer to participants with two sets of scores. The narrative descriptions that follow include pupils with unpaired scores. A high proportion of pupil records were incomplete among the 396 pupils sampled.

Fall In-School Truancy (Class Cuts)

Twenty-five percent cut no classes during the fall semester, 1986. The median AI/DP high school student cuts one class every

three days he/she attends school. However, about eight percent of the students cut over two classes each day they attend. Twenty percent of the pupils cut one or more classes every day they attend. In-school truancy continues to be a concern.

Fall Tardiness (sample)

One quarter of the population was not tardy at all. The median youngster was late to school three percent of the time. (Attendance is not necessarily taken in homeroom or first period in high schools.)

Fall Attendance (sample)

Half (50 percent) of the students attend 72 percent or less of the possible school days since the pupil was in the AI/DP program from September, 1986. The top 10 percent of attendees showed up on over 90 percent of the days while the bottom 10 percent of the attendees showed up less than 35 percent of the days. One-third of the population attends four out of five days, or more while an equal number attend three out of five days or less. The average number of days attended for a high school AI/DP student was found to be seven out of ten.

Longitudinal Attendance (universe)

In 1984-85, the median youngster was present for 68 percent of the days he/she was enrolled. In 1985-86, the median youngster was present 58 percent of the days he/she was enrolled. (The Fall 1986-87 data appear to indicate a substantial increase in attendance, but spring semester attendance rates are often lower then fall attendance rates.)

Longitudinal Achievement (universe)

In 1984-85, the median child took 11 courses and passed 2 (21%). In 1985-86, the median child took 13 courses and passed 4 (30%). Between the two years, about 51 percent of the high school participants passed more courses in 1985-86 than in 1984-85. About 16 percent passed the same number of courses, and 33 percent passed fewer courses.

Fall Mathematics Achievement (sample)

Failed Fall & Failed Prior Spring	35%
Failed Fall & Passed Prior Spring	15%
Passed Fall & Passed Prior Spring	17%
Passed Fall & Failed Prior Spring	20%
Missing one or other set of data	13%

Thirty-eignt percent of 396 pupils passed math this past Fall. That rate is up four percent over the prior Spring.

Fall English Achievement (sample)

Failed Fall & Failed Prior Spring	27%
Failed Fall & Passed Prior Spring	15%
Passed Fall & Passed Prior Spring	27%
Passed Fall & Failed Prior Spring	27%
Missing	4%

In Spring 1986, 43 percent passed the English course they were taking. In Fall 1986, 55 percent passed the English course they were taking.

Fall Science Achievement (sample)

Failed Fall & Failed Prior Spring	25%
Failed Fall & Passed Prior Spring	11%
Passed Fall & Passed Prior Spring	11%
Passed Fall & Failed Prior Spring	27%
Missing	38%

Twenty-eight percent (28%) of the participants passed a science course in the spring semester, 1986. Twenty-nine percent passed a science course in the Fall of 1986.

Fall Social Studies (sample)

Failed Fall & Failed Prior Spring	29%
Failed Fall & Passed Prior Spring	12%
Passed Fall & Passed Prior Spring	22%
Passed Fall & Failed Prior Spring	28%
Missing	8%

Fifty-one percent of 396 pupils passed Social Studies this past Fall compared with 35 percent the prior Spring. That is a 16 percent improvement.

Longitudinal Promotion (Credits Earned)

Among 4,662 participants (whose data were complete within a total group of 6,167) in 1985-86, one-fourth earned six or more credits (and were promoted), while one-fourth earned between one and five credits. Half the population earned no credits toward a high school diploma. Among 2,755 freshman participants, only one student in eight accumulated sufficient credits to advance to the tenth grade in 1985-86.

Middle School Participants Attendance and Achievement

The data below refer to participants with two sets of scores. The narrative descriptions that follow include pupils with unpaired scores. A high proportion of pupil records were incomplete among the 384 pupils sampled.

Fall Attendance and Tardiness

The median middle school pupil was present four out of five days. (The arithmetic average was 77 percent attendance.) The bottom ten percent of the population missed every other day. The average daily tardiness among intermediate and junior high school students was 12 percent.

Longitudinal Attendance

A comparison between school years of the attendance rates for over 8,000 middle school participants showed that the average percentage of days present decreased between 1984-85 and 1985-86 from 78 percent to 76 percent. The average number of days absent went from about 37 to 40 between the two years.

Of those 7,304 middle school participants for whom complete longitudinal attendance data were available, it was found that 3,365 (or 46%) actually improved in their attendance rates.

Longitudinal Achievement

The average percentage of courses passed by participants increased between 1984-85 and 1985-86. For 9,181 pupils with course data available for 1984-85, the percent of courses passed was 63 percent. For 8,603 pupils in 1985-86, the percent of courses passed was 68 percent.

There were 8,120 middle school participants with longitudinal course data available. Of these, 3,309 pupils (or 40.8%) passed more courses in 1985-86 than in 1984-85.

Fall English Achievement

Failed Fall & Failed Spring	14%
Failed Fall & Passed Spring	16%
Passed Fall & Passed Spring	50%
Passed Fall & Failed Spring	14%
Missing Pairs	6%

Overall, the same percentage (66 percent) of the middle school pupils passed the most recent fall marking period in English as did in last spring's marking final period.

Fall Reading Achievement

Nearly half the sample (201 among 414) did not have two scores in reading.

Failed Fall & Failed Spring	9%
Failed Fall & Passed Spring	10%
Passed Fall & Passed Spring	39%
Passed Fall & Failed Spring	8%
Missing Pairs	49%

Twenty-seven percent of the pupils with both sets of scores passed reading in the latest fall marking period as compared with thirty-four in the latest spring marking period.

Fall Mathematics Achievement

Failed Fall & Failed Spring	18%
Failed Fall & Passed Spring	20%
Passed Fall & Passed Spring	42%
Passed Fall & Failed Spring	15%
Missing Pairs	5%

Fifty-eight percent of the students passed mathematics in the latest Fall, 1986 marking period in contrast to sixty-two passing in the Spring of 1986.

Fall Science Achievement

Failed Fall & Failed Spring	16%
Failed Fall & Passed Spring	21%
Passed Fall & Passed Spring	43%
Passed Fall & Failed Spring	16%
Missing Pairs	4%

Sixty percent of the middle school pupils had a passing grade in a science course in the final marking period of the Fall semester, 1986. Sixty-four percent had a passing science grade in the prior spring semester.

Fall Social Studies Achievement

Failed Fall & Failed Spring	15%
Failed Fall & Passed Spring	18%
Passed Fall & Passed Spring	45%
Passed Fall & Failed Spring	15%
Missing Pairs	7%

Sixty-two percent of the pupils in the Fall, 1986 semester received a passing grade for the latest marking period, while sixty-five had a passing grade for the Spring, 1986 period.

Special Education Participants Attendance and Achievement

The data below refer to participants with two sets of scores. The narrative descriptions that follow include pupils with unpaired scores. A high proportion of pupil records were incomplete among the 348 pupils sampled.

Fall Tardiness

The median special education student was tardy one day in twenty. Twenty-seven percent (27%) were never tardy in the fall semester.

Fall Attendance

The median special education student attended four out of five days during a given week. The upper quartile of the class attended 9 out of every 10 days or more, while the bottom quartile attended two out of three days or fewer.

Longitudinal Attendance (universe)

Data were available for over 2000 secondary level special education participants. In 1984-85, the average percentage of days attended (attendance rate) was 71 percent of days enrolled. The following year, the average attendance rate was 64 percent. This rate represents an average of 115 days in school (out of 180).

Longitudinal Achievement (universe)

For the school year 1984-85, special education students passed an average of 4.1 courses and failed an average of 2.3 courses. This represents a course passing rate of 64 percent. In 1985-86, the course passing rate was essentially the same (65 percent).

When the two years are compared longitudinally, 65 percent of the special education participants either improved or stayed the same with regard to proportion of courses passed.

Fall Achievement

Special education grades were collected as pass or fail without respect to specific course names. In this fashion, the fall data parallel the longitudinal achievement data--but depart from the other population data which specify reading, English, mathematics, science and social studies. Noteworthy also is the fact that paired scores (from Spring, 1986 to Fall, 1986 were missing for 21 percent (72 of 348) of the sample.

In Spring, 1986, the median youngster passed 85 percent of his/her courses. No real change was detected for the median student when compared to performance in Fall 1986. However, the

youngster at the 25th percentile passed 43 percent of his/her courses in Spring 1986 and 56 percent of his/her courses in Fall 1986. Roughly 35 percent of the special education pupils had passed all of their courses in Spring, 1986 and Fall, 1986. The performance of the lowest quarter of the students is improving.

Pregnant Teenagers Attendance and Achievement

The tabled data below refer to participants with two sets of scores. The narrative descriptions that follow include pupils with unpaired scores. A high proportion of pupil records were incomplete among the 212 pupils sampled.

Fall Attendance

The median teenager's frequency of attendance was 65 percent of the time. One-fourth of the expectant AI/DP mothers attended less than half the time and one-fourth of the pregnant teens attended four out of five days or more.

Fall English Achievement

Fail Fall & Fail Spring	39%
Fail Fall & Pass Spring	12%
Pass Fall & Pass Spring	13%
Pass Fall & Fail Spring	21%
Missing Paired Data	15%

Sixty-five percent of the pregnant teenagers had failed their English course during the prior spring. Fifty-five percent of the teenagers failed English during the most recent semester.

Fall Mathematics Achievement

Fail Fall & Fail Spring	38%
Fail Fall & Pass Spring	13%
Pass Fall & Pass Spring	8%
Pass Fall & Fail Spring	21%
Missing paired data	20%

Thirty-two percent of the target population passed a mathematics course this past fall, while 24 percent had passed a mathematics course last spring.

Fall Science Achievement

Fail Fall & Fail Spring	27%
Fail Fall & Pass Spring	8%
Pass Fall & Pass Spring	3%
Pass Fall & Fail Spring	15%
Missing paired data	47%

Twenty-one percent of the pregnant teenagers passed a science course during Fall 1986. Eighteen percent had passed a science course during the prior spring.

Fall Social Studies Achievement

Fail Fall & Fail Spring	43%
Fail FAll & Pass Spring	11%
Pass Fall & Pass Spring	7%
Pass Fall & Fail Spring	16%
Missing paired data	23%

Twenty-seven percent of the pregnant teenagers passed a social studies course the Fall 1986. Twenty-two percent had passed a social studies course during the prior spring

Homeless Children's Attendance and Achievement

The tabled data below refer to participants with two sets of scores. The narrative descriptions that follow include pupils with unpaired scores. A high proportion of pupil records were incomplete among the 199 pupils sampled.

The attendance data are presented below both for the regular school day and for the AI/DP funded extended school day. The incomplete records set for such children is substantial, so inferences should be couched in caveats. Often the records from the prior school had not caught up with the child. Also, a teacher was reluctant to assign a grade to a newly admitted child who had received instruction in a subject for only a short time.

Fall Attendance and Tardiness

The median homeless child attended school on 74 percent of the days possible since enrollment in the AI/DP program. Ten percent of the hotel kids missed every other day. The poorest attending quarter of the population attends less than two out of three days. The typical homeless child is present on the average of three out of four days. Given the bussing program, one would expect tardiness to be unlikely, but one-third of the population was tardy one or more times in Fall 1986.

Fall Extended Day Attendance

Among those children who were registered to attend the extended day program, attendance was reviewed (days attended/days possible). The median youngster attended 65 percent of the days. One-fourth of the target group of attending students stayed after school for the program approximately one day in three or less and one-fourth of the population were in attendance four out of five days or more.

Fall Reading Achievement

Fail Spring & Fail Fall	4%
Fail Spring & Pass Fall	5%
Pass Spring & Pass Fall	30%
Pass Spring & Fail Fall	4%
(incomplete records) missing data	57%

Forty-nine percent passed reading during the most recent marking period (Fall), while 44 percent passed reading during the last marking period last spring. Paired scores for more pupils were missing than were available.

Fall English Language Arts Achievement

Fail Fall & Fail Spring	3%
Fail Fall & Pass Spring	4%
Pass Fall & Pass Spring	62%
Pass Fall & Fail Spring	4%
Missing Pairs	27%

Overall, 49 percent of the pupils passed English language arts (usually writing) in Fall 1986 in comparison with 44 percent passing the subject in Spring 1986.

Fall Mathematics Achievement

Fail Spring & Fail Fall	2%
Fail Spring & Pass Fall	4%
Pass Spring & Pass Fall	33%
Pass Spring & Fail Fall	4%
(incomplete records) missing data	57%

Forty-seven percent passed arithmetic during the prior marking period, while 51 percent passed arithmetic this past marking period.

Fall Science Achievement (HK cont. N = 199)

Fail Spring & Fail Fall	1%
Fail Spring & Pass Fall	3%
Pass Spring & Pass Fall	36%
Pass Spring & Fail Fall	1%
Missing paired data	39%

Overall 54 percent passed science during the most recent marking period, while 47 percent passed science during the prior marking period.

Fall Social Studies Achievement

Fail Spring & Fail Fall	1%
Fail Spring & Pass Fall	2%
Pass Spring & Pass Fall	34%
Pass Spring & Fail Fall	4%
Missing paired data	59%

Overall, 50 percent passed social studies during the most recent marking period, while 48 percent had passed social studies the prior marking period. Thirty percent of the pupils had no scores from either marking period.

Chapter Summary

The high school, pregnant teenagers and homeless children posted an improvement in Fall 1986 achievement performance over the prior spring performance. Special education Fall 1986 student achievement performance was parallel to the prior spring. From a longitudinal perspective, high school performance in courses passed is improving, but the target population will have to remain in school well beyond the typical four years to obtain a diploma. Furthermore, in cases when the local rule establishing 30 days class absence as the cutoff for course credit (regardless of achievement) is operating, the high school students' accumulation of credits for promotion and graduation is further jeopardized, because the absentee rate is still one in three days for the median high school student.

Several findings were puzzling. A fairly well implemented middle school program was not matched by commensurate pupil achievement in the Fall, even though the attendance rates for middle school were higher than all other populations. Many nomeless children, offered an interesting after school program and dinner and transportation from the hotel to school and back again, who were present during the school day, simply did not attend the extended day program. The attendance after school for the median child was only 65 percent. Why, in a time of a shortage of "latch-key programs" aren't the children from welfare hotels drawn to the opportunity (and, at least, a nutritious dinner with peers)? While academic performance of pregnant teenagers improved, the absolute level of course passes was less than 40 percent in English, mathematics, science and social studies. The low course passing rate can be related to their 65 percent attendance rate, of course. Why isn't the special handling of these expectant mothers resulting in better attendance, if not much higher performance?

The discrepancy evaluation technique applied in this study faithfully determined the improving rates of attendance and, in general, the improvement of academic achievement. Remaining is a series of questions best left to a discovery evaluation study which would identify factors that might be addressed to improve the program and to permit the development of a defensible set of expectations (or standards).

CHAPTER IV

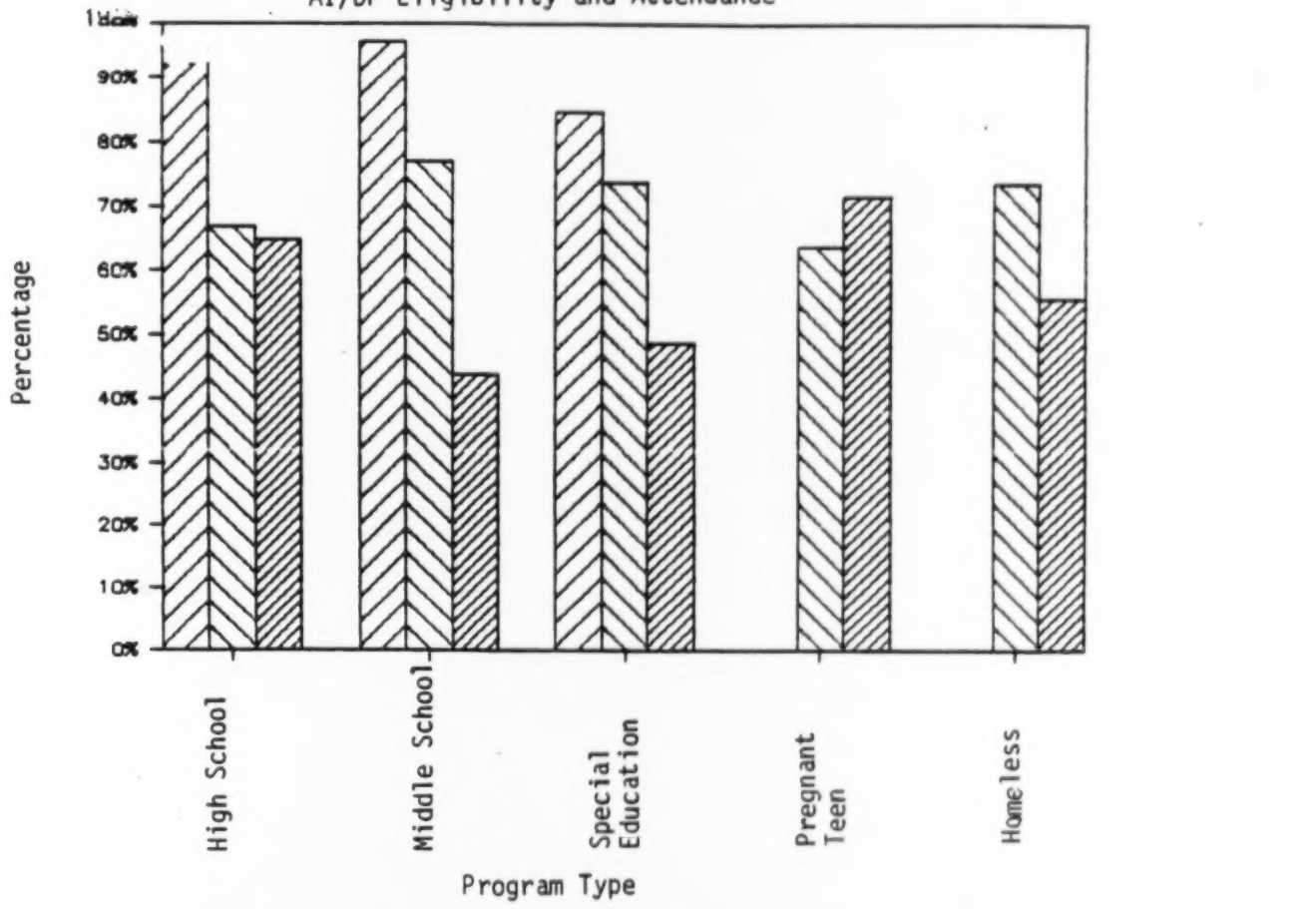
CONCLUSIONS AND OTHER FINDINGS OF INTEREST

Answers to the Department's study questions are reviewed below.

- Are the intended pupils enrolled in the program? Were "at-risk" pupils selected for participation? How frequently did those pupils attend school to receive the services offered?

Illustration 16 reveals that the intended population was selected, but that attendance within the AI/DP program remains so low that the impact of the services (discussed below) is jeopardized.

Illustration 16
AI/DP Eligibility and Attendance



- Are the services being delivered at the prescribed level and in a timely fashion?

  The six components are displayed for each sub-population in a report card by population served. The findings suggest that activities that keep track of AI/DP participants are well implemented as are health services. Activities in the current year that facilitate middle school pupils adjusting to high school were suspended pending the approval of linkage plans. Guidance and counseling services are offered, but substantial portions of some populations have no record of receiving such counseling. A concerted effort to provide alternative education activities has been made, but only a fraction of the pupils attend such activities when they are provided in an extended day (after school).

A Report Card of Implementation
By Population

	High School		Middle School		Special Education		Pregnant Teenagers		Homeless Children	
	Provided (Sites)	Received (Pupils)	Provided (Sites)	Received (Pupils)	Provided (Sites)	Received (Pupils)	Provided (Sites)	Received (Pupils)	Provided (Sites)	Received (Pupils)
Facilitation										
Facilitator Exists	A	-	A+	-	B	-	A+	-	B+	-
Pupil Personnel Committee Exists	A	-	A	-	A	-	-	-	-	-
Pupil Personnel Committee Meets	F	-	F	-	A+		-	-	-	-
Attendance Services										
Incentive Program	A	A	A	A	A+	A	-	-	C	ND
Monitoring	A	A	A-	B-	B	F	A-	A	A-	F
Outreach	A+	-	A+	-	A+	-	A+	-	-	-
407 Follow-up	Required	F	Required	F	Required	B	Required	F	Required	F
Guidance and Counseling										
Individual	A+	B+	A	C-	C	F*	A+	D	Required	F
Group	A+	C	A-	F	B	F*	F	F	Required	F
Parent Conference	A+	F	B+	F	-	ND	A+	-	F	ND
Health Services	B	-	A	-	B	-	A+	A+	-	-
Linkages										
Student Activities	A	NA	F	B	A+	C	-	-	-	-
Plan in Place	C	NA	D	-	B		-	-	-	-
Parent Workshops	NA	NA			C		-	-	-	-
Alternative Education/Extended Day										
Career Introduction (Theory)	Required	C	A+	B	B	C	-	-	-	-
Career Education (Practice)	Required	F	-	F	F	F	-	-	-	-
Other Activities	NA	NA	A	NA	A	F	A+	A	A	F

* May be handled through IEP in regular special education offerings. AI/DP counselors facilitate services, they don't provide direct service.

ND = no data
Provided = building offers the service
Received = pupil record in the sample indicates services were received

Scale

A = 100-90% of sites or pupils
B = 89-80% of sites or pupils
C = 79-70% of sites or pupils
D = 69-65% of sites or pupils
F = 64% or below of sites or pupils

- Do the stated indicators of an improved attendance pattern and a reduced frequency in school leaving among targeted youngsters point toward success? Illustration 17 displays the change in AI/DP performance between the prior spring (1985-86) and recent fall (1986-87). The improvements observed in Illustration 17 must be tempered by low percentages passing subjects revealed in Table 9 below.

Table 9
Performance Profile by Subject:
Percentage of Sample Students Passing in the Fall, 1986

	Middle School	High School	Pregnant Teens	Homeless Children
Reading	67	NA*	NA	49
English (Language Arts)	66	55	37	49
Mathematics (Arithmetic)	58	38	32	51
Science	60	29	21	54
Social Studies	62	51	27	50

NA = Not Appropriate

At least one third of every sub-population shown in the table above continues to be encountering academic difficulty. Moreover, the attendance ratios displayed in Illustration 19 suggest that the middle most pupil is simply not in class to learn on one or more days a week.

The holding or retention power of the New York City schools is improving, but the percentage of AI/DP pupils passing courses continues to be unacceptable, especially when so many courses are being repeated from earlier failures.

Illustration 17

PERFORMANCE PROFILE

Change in Percent Passing Fall '86 v. Spring '86	POPULATIONS Middle School	High School	Pregnant Teens	Homeless Children	Special Education
Reading	↓ (-7)	NA*	NA*	↑ (+5)	Some Courses are Generic and Cross Disciplinary
English Language Arts	↔ (0)	↑ (+14)	↑ (+10)	↑ (+5)	↔
Mathematics (Arithmetic)	↓ (-4)	↑ (+4)	↑ (+8)	↑ (+3)	No Change was Detected
Science	↓ (-4)	↔ (0)	↑ (+4)	↑ (+7)	
Social Studies	↓ (-3)	↑ (+16)	↑ (+6)	↑ (+2)	(0)

*Not Appropriate

Legend: Improvement = ↑

No Change = ↔

Deterioration = ↓

(PerfProf.GAC)

Other Findings of Interest

- Counseling, either in groups or individually was considered a major component of the AI/DP program. When the pupil records were reviewed it was found that 9 percent of the high school, 19 percent of the middle school, 27 percent of the special education, 18 percent of the pregnant teenagers and 55 percent of the hotel kids had received neither individual or group counseling during the regular school day or after school.

- Monitoring, outreach efforts and incentive programs confirmed by up-to-date attendance histories were especially well implemented throughout the program. The paper trail of parent conferences and follow-ups for pupils who were issued a 407 Form (after 10 days of absence) was uniformly weak (except for special education).

- Career education classroom instruction in classrooms was being implemented system wide, where appropriate. The hands-on or practical application of job skills appeared unevenly implemented. The "job development" component had not been implemented at the time of the study--and that component complements the classroom offerings for the several populations.

- Where Community Based Organizations were involved, the contracts typically were to provide services for guidance and employment opportunities. The educational interns had been installed in 60 percent of the appropriate places. Contact between facilitator and contractor was reported for 69 percent of the middle schools and 53 percent of the appropriate high schools. There appears to be a communication problem in this facet of the service delivery system.

- The linkage plans (feeder middle schools to area high schools) were being submitted at the time of the study. Since some building staff were holding off implementation pending the approval of the plan, a survey of linkage plans in late spring would likely provide a more positive set of findings.

- The AI/DP staff developed many devices not specified in the grant to increase attendance. The activities were as diverse as wake-up calls for chronic late arrivers to supplementary homework checking before school (in period zero). Local businesses sometimes contributed the attendance incentive awards. Where local businesses would not accept students for job training, the AI/DP staff arranged for volunteer service experience with public service institutions (local

government, hospitals, public works departments, etc.) The commitment to implement the program was found to be uniformly high.

- When the eligibility data for the program were examined for each subpopulation, among the current enrollees 85 percent of the special education students were verified as eligible through documentation. However, in the 1986-87 school year, 93 percent of the students were brand new admissions to the program.

- At the point of the site visits, the target populatiions could have attended school for approximately 100 days. While the data collected reflect only the time in the AI/DP program, the median percentage of days of attendance were 67 percent for high school, 77 percent for middle school, 75 percent for special education, 64 percent for pregnant teenagers, and 74 percent for homeless children. Such findings re-affirm the target subpopulations continued eligibility, for over half the population continued to be absent 23 days or more (100-77), thereby exceeding the 20 day absenteeism criteria. Is there attendance improvement? Among a longitudinal sample of 3,781 high school students, 38 percent demonstrated an improvement. Among a longitudinal sample of 7,312 middle school students, 41 percent showed an improvement in attending school between 1984-85 and 1985-86.

APPENDIX A: PUPILS WITH LIMITED ENGLISH PROFICIENCY

A pupil's performance on the New York City Language Assessment Battery (LAB) determines his/her status vis a vis Limited English Proficiency (LEP). A participant's score below the 21st percentile results in eligibility for bilingual or English as a Second Language programs. Various estimates of dropout-prone LEP pupils, published in the popular press, tend to be higher than non-LEP pupils.

The original program documentation (Special circular #25, 1985-86, May 21, 1986, page 6) stated that "Eligible Limited English Proficient students must be included in a full program" (all six components). The High School Division further specified,

> In schools with a significant bilingual population, the block of 100 should include a component of LEP students who scored on the Spring LAB Test between the 21st and 40th percentiles and who meet the attendance criteria. A minimum of 20 and maximum of 25 students would be offered a separate block that would include an Integrative Language Development class, a Native Language Development class, a Native Language Arts class, social studies, math and/or science, physical education and group dynamics or tutorial.

No Such LEP blocks were found in the High School AI/DP Program. Most LEP participants (or technically, former LEP students who had LAB scores between the 21st and 40th percentile) were scattered throughout the core and transitional block classes.

Fewer than three percent of the high school pupils and fewer than six percent of the middle school pupils in the database were "LEP entitled". Although the proportion of LEP participants was small, there was evidence to suggest that the participants (approximately 800), who were LEP entitled, improved in some aspects at least to the same extent as non-LEP participants.

The table below shows the results of comparisons between

a) LEP and non-LEP participants
b) middle school and high school participants
c) school year 1984-85 and 1985-86

Academic Success. In 1984-85 the average number of courses passed for all participants was about 3 courses. In the following year, every AI/DP group in the table passed a greater average number of courses (LEP and non-LEP, middle and high school participants.)

For high school participants, both LEP and non-LEP participants passed approximately the same average percentage of courses and both groups improved in their percentage passed between the two years. LEP participants increased from 28 percent to 34 percent and non-LEP participants increased from 29 percent to 35 percent in average course passing rates.

Although LEP participants' course success was comparable to non-LEPs', the credits earned were not as many. LEP high school participants earned an average of 2.7 credits; only 6 percent of the ninth graders (or less than one in sixteen) earned enough credits to pass to tenth grade. The non-LEP high school participants earned an average of 3.1 credits; about one out of eight, ninth graders earned enough credits to pass to tenth grade. The promotion rate for LEP entitled AI/DP participants was half that of non-LEP ninth grade participants. However, the number of LEP entitled students about which the contrast was made is relatively small (500) when compared to the non-LEP participants (8000).

Attendance. In attendance, LEP pupils' rates were comparable to non-LEP pupils' rates. The average percentage of days attended was consistently lower for all high school participants than all middle school participants, and the attendance rates in 1985-86 were lower than the preceding years.

Table 10

LIMITED ENGLISH PROFICIENCY LONGITUDINAL RESULTS

	MIDDLE SCHOOL				HIGH SCHOOL			
	LEP		non-LEP		LEP		non-LEP	
Performance Factor	N	Ave.	N	Ave.	N	Ave.	N	Ave.
ACADEMIC PERFORMANCE								
Number of courses passed in 1984-85	515	2.8	8767	3.1	142	3.0	4854	3.0
Number of courses passed in 1985-86	501	4.0	8194	3.5	74	4.4	3236	4.6
Percentage of courses passed in 1984-85		NA		NA	141	28%	4806	29%
Percentage of courses passed in 1985-86		NA		NA	73	34%	3180	35%
Credits earned 1985-86		NA		NA	134	2.7	4528	3.1
Enough credits to pass to 10th grade		NA		NA	71	6%	2742	12%
ATTENDANCE								
Percentage of days attended in 1984-85	517	79%	8197	77%	138	70%	4560	64%
Percentage of days attended in 1985-86	492	77%	7942	74%	139	51%	4562	55%

N = number of participants with valid data in this category
AVE = average number or percentage for this performance factor
NA = not applicable or not available

Summary of Appendix A. Although the average percentage of days attended decreased for all groups (LEP, non-LEP, middle school, high school) between 1984-85 and 1985-86, it appears that the rates of academic success (number and percentage of courses passed) improved for all groups between the two years.

APPENDIX B: PUPILS DESIGNATED AS LONG TERM ABSENTEES

Long term absentees (LTA) are students who have been absent every school day in a given month. Repeated references to the LTA population were found (in special circular #25, 1985-86) which identified this subpopulation within the larger "at-risk" target population as needing special attention.

Approximately 200 high school participants and 130 middle school participants were designated LTAs. Overall, this category comprised about two percent of the participants.

Academic Success

Comparisons were made between LTA and non-LTA participants based on the average number of courses passed and the average percentage of courses passed for two school years. The LTAs' rate of academic success was lower than non-LTAs on every performance factor considered. These results are shown in the table below.

Middle school LTAs passed only about 2 courses per year whereas non-LTAs passed over 3 courses per year. Similar results were seen for high school participants. Moreover, only one out of 114 LTA ninth graders earned enough credits to pass to tenth grade.

Attendance

Comparisons were made between LTA and non-LTA participants based on percentage of days present (attendance rate) in each of two years. As shown in the table below, the attendance rate of LTAs was substantially below that of non-LTAs, especially in 1985-86.

Table 11
LTA Longitudinal Results

Performance Factor	MIDDLE SCHOOL LTA N	LTA Ave.	non-LTA N	non-LTA Ave.	HIGH SCHOOL LTA N	LTA Ave.	non-LTA N	non-LTA Ave.
ACADEMIC PERFORMANCE								
Number of courses passed in 1984-85	112	1.9	9170	3.1	172	2.3	4824	3.0
Number of courses passed in 1985-86	65	2.1	8630	3.6	36	1.6	3274	4.7
Percentage of courses passed in 1984-85		NA		NA	172	19.3%	4775	29%
Percentage of courses passed in 1985-86		NA		NA	36	16%	3217	36%
Credits earned 1985-86		NA		NA	191	.7	4471	3.2
Enough credits to pass to 10th grade		NA		NA	114	1%	2641	13%
ATTENDANCE								
Percentage of days attended in 1984-85	126	56%	8588	77%	153	57%	4538	63%
Percentage of days attended in 1985-86	60	34%	8374	75%	153	23%	4691	55%

N = number of participants with valid data in this category
AVE = average number or percentage for this performance factor
NA = not applicable or not available

During 1984-85 and 1985-86, long term absentees passed about two-thirds as many courses as the other AI/DP participants and attended school consistently less often than the other AI/DP participants.

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY NEW YORK 12234

DEPUTY COMMISSIONER FOR
ELEMENTARY SECONDARY
AND CONTINUING EDUCATION

May 20, 1986

Item for Information

TO: The Honorable the Members of the Board of Regents

SUBJECT: Definition of Dropout Rate and Retention Rate

During the April Regents meeting, Regent Matteoni requested that we provide the Regents with the definitions for dropout rate and retention rate.

The attached definitions and chart on dropouts were prepared by the Information Center on Education.

Respectfully submitted,

Gerald L. Freeborne

Gerald L. Freeborne

Attachment

Approved by:

Commissioner of Education

May 21-86
Date

5 86

ES 14.1-3

DROPOUT RATE AND RETENTION RATE

Dropout Rate. In New York State, a dropout is defined as any pupil who left school prior to graduation for any reason except death and did not enter another school including programs leading to a high school equivalency diploma. The number of dropouts are reported by school principals in the fall of each year for the prior twelve month period between July 1 and June 30.

An annual dropout rate is calculated by dividing the number of dropouts by enrollment in grades 9-12 for each school. Aggregate dropout rates are also calculated for each school district as well as for counties, regions and the total State.

Retention Rate. Two kinds of retention rates are usually calculated: (1) an annual retention rate and (2) a four-year retention rate also called "holding power" or "graduation rate".

The annual retention rate, used in the high school registration process, is really no more than the complement of dropout rate. After accounting for transfers in and transfers out (from and to other schools and GED programs), over a twelve month period, the only other students left are those who stayed and those who dropped out. Accordingly, a school with a retention rate ("students who stayed"/enrollment) of 90 percent would have a "dropout rate" of 10 percent.

The other, four-year retention rate compares the number of students enrolled in grade 9 in a given year with the number of high school graduates four years later. In the absence of actually following a cohort of 9th graders through graduation, the validity of this statistic relies on an assumption of zero net migration for the population in question over the four year period. While such an assumption might be reasonable for the United States as a whole, it becomes less and less reasonable, and defensible, the smaller the unit of analysis becomes, i.e., a state, a school district and a school.

The Federal government publishes, by state, a four-year retention rate which is termed a "graduation rate".

In reporting its dropout statistics to the State Education Department, New York City conforms to the definition of dropout rate as outlined above.

PUBLIC SCHOOL DROPOUTS AND ANNUAL DROPOUT RATES

NEW YORK STATE

Year	New York City		Other Large Cities**		Rest of State		Total State	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
1970-71	34,507	.105	3,313	.075	20,143	.033	57,963	.059
1975-76	37,523	.109	3,370	.075	22,974	.033	63,867	.059
1980-81	40,067	.127	3,279	.092	23,333	.038	66,679	.069
1981-82	38,699	.129	2,874	.081	20,789	.035	62,272	.067
1982-83	39,176	.137	2,608	.076	19,032	.034	60,816	.069
1983-84	34,291	.121	2,875	.084	18,714	.034	55,880	.065
1984-85	28,677	.101	2,484	.077	18,230	.034	43,391	.058

*Dropout Rate = Number of Dropouts/Grade 9-12 Enrollment
**Buffalo, Rochester, Syracuse and Yonkers.